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Canada External Affairs, Standing Committee, 1947

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(SESSION 1947)

(HOUSE OF COMMONS)

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(STANDING COMMITTEE)

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(ON)

(EXTERNAL AFFAIRS)

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

18
reports

THURSDAY, APRIL 17, 1947

TUESDAY, APRIL 22, 1947

FRIDAY, APRIL 25, 1947

WITNESS:

Mr. Escott Reid, Chief of the Second Political Division, Department of External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.P.L.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



ORDERS OF REFERENCE

THURSDAY, 13th February, 1947.

Resolved,—That the following Members do compose the Standing Committee on External Affairs:—

Messrs.

Beaudoin,
Benidickson,
Boucher,
Bradette,
Breithaupt,
Coldwell,
Cote (*Matapedia-
Matane*),
Croll,
Diefenbaker,
Fleming,
Fraser,
Graydon,

Green,
Hackett,
Isnor,
Jackman,
Jaenicke,
Jaques,
Kidd,
Knowles,
Lapointe,
Leger,
Low,
MacInnis,
MacLean,

Marquis,
Mayhew,
Mutch,
Picard,
Pinard,
Raymond (*Beauharnois-
Laprairie*),
Reid,
Sinclair (*Ontario*),
St-Laurent,
Winkler—35.

(Quorum—10)

Attest.

Ordered,—That the Standing Committee on External Affairs be empowered to examine and inquire into all such matters and things as may be referred to them by the House; and to report from time to time their observations and opinions thereon, with power to send for persons, papers and records.

Attest.

WEDNESDAY, 26th March, 1947.

Ordered,—That the first Report of the Atomic Energy Commission to the Securities Council, dated December 30, 1946, tabled this day in the House of Commons, be referred to the said Committee.

Attest.

MONDAY, 31st March, 1947.

Ordered,—That the Report on the Second Part of the First Session of the General Assembly of the United Nations, which was held in New York, U.S.A., from October 23 to December 15, 1946, presented this day to the House of Commons, be referred to the said Committee.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

MONDAY, 21st April, 1947.

Ordered,—That the said Committee be given permission to print from day to day 500 copies in English, 200 copies in French, of its minutes of proceedings and evidence, and that Standing Order 64 be suspended in relation thereto.

Ordered,—That the said Committee be empowered to sit while the House is sitting.

Attest.

MONDAY, 21st April, 1947.

Ordered,—That the Second Report of the Standing Committee on External Affairs, presented to the House on Thursday, April 17, 1947, and which is as follows:—

Pursuant to the Order of Reference under date of Monday, March 31, 1947, relating to the Report on the Second Part of the First Session of the General Assembly of the United Nations and with a view to affording the members of the Committee an opportunity of acquainting themselves with the United Nations Organization and to enable the Committee to properly and adequately discharge its duties

Your Committee recommends:

1. That it be empowered to sit at the call of the Chair at Lake Success, New York;

2. That the payment of any travelling expenses incurred therefor be authorized;

3. That the Clerk of the Committee and a shorthand reporter accompany the Committee;

4. That the Clerk of the Committee be instructed to arrange forthwith the itinerary of the proposed sitting upon the recommendations of the Steering Committee.

be referred back to the said Committee for further consideration.

Attest.

R. T. GRAHAM,
Deputy Clerk of the House.

THURSDAY, April 17, 1947.

The Standing Committee on External Affairs begs leave to present the following as its

FIRST REPORT

Your Committee recommends:

1. That it be given permission to print from day to day 500 copies in English, 200 copies in French of its minutes of proceedings and evidence and that Standing Order 64 be suspended in relation thereto.

2. That it be empowered to sit while the House is sitting.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

(Concurred in on April 21, 1947.)

THURSDAY, April 17, 1947.

The Standing Committee on External Affairs begs leave to present the following as its

SECOND REPORT

Pursuant to the Order of Reference under date of Monday, March 31, 1947, relating to the Report on the Second Part of the First Session of the General Assembly of the United Nations and with a view to affording the members of the Committee an opportunity of acquainting themselves with the United Nations Organization and to enable the Committee to properly and adequately discharge its duties.

Your Committee recommends:

1. That it be empowered to sit at the call of the Chair at Lake Success, New York;
2. That the payment of any travelling expenses incurred therefor be authorized;
3. That the Clerk of the Committee and a shorthand reporter accompany the Committee;
4. That the Clerk of the Committee be instructed to arrange forthwith the itinerary of the proposed sitting upon the recommendations of the Steering Committee.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

MINUTES OF PROCEEDINGS

THURSDAY, April 17, 1947.

The Standing Committee on External Affairs met this day at 11 o'clock. Mr. Bradette, the chairman, presided.

Members present: Messrs. Beaudoin, Benidickson, Boucher, Bradette, Coldwell, Coté (*Matapedia-Matane*), Croll, Fleming, Fraser, Graydon, Jackman, Jaenicke, Jaques, Knowles, Leger, Low, MacInnis, Marquis, Pinard, St-Laurent and Winkler—21.

In attendance: Mr. John K. Starnes, Assistant to the Under-Secretary of State for External Affairs and Liaison with the Committee.

The Chairman extended a word of welcome to Right Honourable Mr. St-Laurent, Secretary of State for External Affairs and Acting Prime Minister.

Mr. St-Laurent addressed the Committee and offered his co-operation and that of the officials of his department.

The Clerk read the orders of reference.

On motion of Mr. Marquis, seconded by Mr. Croll, Mr. Graydon was elected unanimously vice-chairman of the Committee.

On motion of Mr. Leger,—

Resolved,—That the Committee be authorized to print from day to day 500 copies in English and 200 copies in French of its minutes of proceedings and evidence.

On motion of Mr. Coldwell,—

Resolved,—That the Committee ask leave to sit while the House is sitting.

On motion of Mr. Croll, an agenda Committee was instituted to act with the Chairman; the members to be the same as in 1946, namely: Messrs. Graydon, Leger, Low, Knowles and Winkler.

A general discussion on procedure followed and the members present expressed their views.

After discussion, Mr. Beaudoin moved: That the Committee be empowered to sit at the call of the chair at Lake Success, New York, for the purpose of acquainting the members of the Committee with the organization of the United Nations; that the payment of any travelling expenses incurred be authorized; that the Clerk and a shorthand reporter accompany the Committee; and that the Clerk be instructed to arrange at once the itinerary of the proposed sitting upon the recommendation of the steering Committee.

The question being put on the said motion, it was *resolved* in the affirmative, on division.

The Chairman was authorized to report to the House accordingly.

The days of the future sittings were tentatively set for Tuesdays and Fridays.

STANDING COMMITTEE

In the course of the proceedings, the following were distributed—

1. Copies of the Report on the Second Part of the First Session of the General Assembly of the United Nations held in New York (October 23-December 15, 1946);
2. Copies of the Annual Report of the Department of External Affairs.

Copies of the First Report of the Atomic Energy Commission to the Securities Council will be available shortly for distribution.

The Chairman announced a meeting of the Agenda Committee in his office at 2 o'clock this day.

At 12.45 the Committee adjourned at the call of the Chair.

TUESDAY, April 22, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock a.m. Mr. Bradette, the Chairman, presided.

Present: Messrs. Beaudoin, Benidickson, Boucher, Bradette, Coldwell, Cote (*Matapedia-Matane*), Croll, Diefenbaker, Fleming, Fraser, Hackett, Jackman, Jaenicke, Knowles, Leger, Low, MacInnis, MacLean, Marquis, Mayhew, Mutch, Pinard, Sinclair (*Ontario*), Winkler.—(24)

In Attendance: Mr. Escott Reid, Chief of the second political division; Mr. R. G. Riddell, Chief of the first political division; and Mr. John K. Starnes, Department of External Affairs.

The Clerk informed the Chairman that the following had been mailed to the members of the Committee:

1. First Report of the United Nations to the Security Council on the Atomic Energy Commission;
2. Booklet on the Diplomatic Corps (High Commissioner and Consular Representatives in Ottawa).

The Committee proceeded to discuss in private its second report to the House which was referred back for further consideration.

The Chairman reported verbally on the deliberations of the Agenda Committee which recommended, among other things, to hear Mr. Escott Reid on the United Nations Organization, and, later at an appropriate time, General McNaughton on the Atomic Energy Commission—First Report to the Security Council.

After discussion on the subject matter of the Committee's second report to the House, the Committee agreed that the Chairman obtain forthwith an interview with the Secretary of State for External Affairs.

The Committee began its study of the Report of the Second Part of the Special session of the General Assembly of the United Nations.

Mr. Escott Reid was called at 11.15. He made a brief statement, was examined and retired. He was assisted by Mr. R. G. Riddell who was questioned on the relief needs of European countries (UNRRA) and retired.

Various suggestions were advanced by Messrs. Croll, MacInnis and Fleming. It was agreed to refer these to the Agenda Committee. Mr. Fleming referred in particular to the Peace Treaties which will eventually be placed before the House. This, the Committee agreed, might also be studied by the Agenda Committee.

In answer to Mr. Low, the witness summarized the accomplishments of the General Assembly of the United Nations to date.

On behalf of the Committee, Mr. Coté (*Matapedia-Matane*), voiced congratulations to the officials of the External Affairs Department who drafted the report under study.

At 12.35 o'clock, the Committee adjourned until Friday, April 25 at 10.30 a.m.

FRIDAY, April 25, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock a.m., in Room 268. Mr. Bradette, the Chairman, presided.

Present: Messrs. Boucher, Bradette, Coldwell, Fleming, Fraser, Graydon, Hackett, Jaenicke, Jaques, Kidd, Knowles, Léger, Low, MacInnis, MacLean, Marquis, Pinard, Winkler.—(18)

In Attendance: Messrs. Escott Reid, R. G. Riddell and John K. Starnes.

The Chairman reported that ten or possibly more members of the Committee are going to Lake Success, N.Y. The Clerk, who will act as secretary to the delegation, is now completing the itinerary and related arrangements in co-operation with officials of the External Affairs Department.

The Committee resumed its consideration of the report of the United Nations Organization.

After discussion, certain matters raised by Mr. Jaques were referred to the Agenda Committee.

Mr. Escott Reid was called, examined and retired. He was assisted by Mr. R. G. Riddell.

At 12.25 o'clock the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

April 22, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock a.m. The Chairman, Mr. J. A. Bradette, presided.

(The Committee sat privately till 11.15 o'clock.)

The CHAIRMAN: Gentlemen, we have with us this morning Mr. Escott Reid who will assist us in the discussion of the United Nations report which we have before us in this white book. Some of the stenographic staff are new men, and if the members notice that they are new men I would ask them to give their names when they ask questions so there will be no confusion on the record.

Escott Reid, Department of External Affairs, called:

The WITNESS: Mr. Chairman, I have not prepared any formal remarks to make to the committee since I felt that there was probably little I could add by way of formal introduction to what was said by the minister when he tabled the report in the House of Commons on March 31. As he then said we feel very strongly that it is of the greatest importance that the parliament and people of Canada have as full an understanding as possible of the United Nations and of the problems which the government faces in carrying out its obligation to the United Nations.

The decision was therefore made to make this report on the last Assembly of the United Nations fuller and more explanatory and, I think, somewhat franker than previous reports. We would welcome very much any suggestions which occur to the members of the committee for improvements in the form and content of these reports. I should be most happy to do my best to answer any questions which members raise on the report.

The CHAIRMAN: Are you ready for questioning, or would you rather have more elaboration by Mr. Reid?

By Mr. Fleming:

Q. There is one question I should like to ask which has to do with the form of the report. Granting that it is quite an undertaking to prepare a comprehensive report would it not be possible to expedite the preparation of this report? It was tabled on March 31. The session of the assembly concluded on December 15, three and a half months before. The sooner the report comes after the conclusion of the assembly the more useful it is. If it comes out long afterwards public interest has waned, and there may be a feeling of irritation about the delay in the report. I am not underestimating, of course, the difficulty of compiling a comprehensive report, although there are a lot of appendices. I think the sooner the report can be made public after the conclusion of the assembly the better it will be.—A. I agree entirely with Mr. Fleming that the sooner the report is published the better. The department regrets that the report was delayed this time as long as it was. I think the reason in part is

that this time we were searching for a new method of presenting the report. A report such as this, is as you know, based on reports written by the various members of the delegation. It is necessary to revise and edit the sections prepared by the various advisers. This year, the advisers had no pattern on which to base their own reports. In the future I think it will be easier because we can tell the advisers to follow more or less the pattern of this report, and it will not be necessary for the editor to make as much revision.

Last year, of course, the Assembly met a month later than normal. This year it will meet on September 16. My own hope is that, if the Assembly meets on September 16 and sits for seven or eight weeks, we ought to be able to get out a report in time to be tabled in parliament as soon as parliament meets in January.

By Mr. Coté:

Q. Does Mr. Reid mean this is the pattern that will prevail from now on as far as the reports of our delegations are concerned?—A. Subject to reconsideration and to any suggestions which we receive from this committee and others who are interested.

By Mr. Fleming:

Q. May I ask a question with reference to the purpose in writing the report? Was it intended to be a report simply for the instruction of parliament or was it hoped that this report would have enough interest to be widely read, and consequently written for a wider audience? To elaborate the question it struck me that the report, broken down as it is, is very pithy. Whether it has gone too far in that direction or whether it has been simplified too much with a view to making it interesting to a wider public I do not know. I have always felt that the report written on the session in San Francisco was a model report to parliament. It was a masterly report. I do not know what circulation it had among the public, but certainly from the point of view of a member of parliament or a member of this committee it was a masterly report. What is the over-riding thought on the part of those who are compiling this report? Is it to be a report principally for the information of parliament or is it intended to be a report that will be widely read and help to stimulate interest on the part of the public in what is going on in New York?—A. I would say that it is a report primarily for parliament, a report by the government to parliament of the activities of the Canadian delegation to the Assembly, but that we hope that it will also be read by a much wider group of people in Canada, especially, for example, members of the Canadian Institute of International Affairs, members of the United Nations Society, and newspaper editors. In writing the report we tried to keep in mind the interests of these various groups. For example, the section on legal questions was written in the hope that it would be of special interest to persons in Canada interested in the development of international law.

I might add that one other main purpose which we had in mind in preparing the report was that it would be useful for the delegates to the next Assembly in September. It will give them a good deal of the background of the discussions which are likely to take place at the next session.

By Mr. Côté:

Q. I should like to know from Mr. Reid now that the C.I.S. is within the Department of External Affairs has it been considered advisable yet to have a small weekly report published as to the activities of our various delegations which might be made available to those interested in what is going on?—A. So

far as I know no consideration is being given to that particular proposal. Information activities are not my direct concern in the department, and perhaps it might be better if that question were addressed either to the undersecretary—

Q. Mr. MacDermot?—A. It is now Mr. Andrew who is in charge of the information division of the department.

Mr. FLEMING: I do not know how much time you want to spend discussing the form of the report. Mr. Reid has invited suggestions. I am going to be brash enough to offer one, that if the report is intended for consumption on the part of members of parliament, and the intelligentsia to whom he has referred, newspaper editors, members of the Institute and the United Nations Society, it could very well be fuller. My question was prompted by the thought that while the report is well arranged, well indexed and easy to follow, it is very pithy, and for students of international affairs, the type of people to whom Mr. Reid referred, I think the report could well be amplified. If it is intended for wider consumption than that I do not think anything is to be gained by that. Has the department considered at all getting out anything in the nature of a popular report? We have a great task to perform in the way of public education. Right now I suppose everybody, even those who are most hopeful for the future of the United Nations, has been going through the experience of doubt and annoyance with what has been going on. Is the department giving consideration to anything in the nature of a popular report? It may be that is felt to be unnecessary in view of the work the press is doing. I ask the question for information.

The WITNESS: We have not yet given consideration to the preparation of a more popular version of this report, but it is a matter to which I feel we might well give consideration. Of course, when one presents a document of this character one hopes that unofficial bodies and groups in Canada will themselves feel a certain responsibility for putting a document like this in more popular language. For instance, there is the Canadian Institute of International Affairs, which has a very good information service, and the United Nations Society. It is just a question how far one ought not to depend on voluntary organizations of that character for the wider distribution in Canada of information like this. An unofficial body can go further than the government can in expressing views which in a government publication have to be put with a good deal of indirection and restraint. In order to make a report popular one would probably have to use language which would perhaps not be appropriate in an official report.

The CHAIRMAN: On that matter, the report was highly eulogized by *Saturday Night*. I believe the article was written by Mr. Sandwell. He hoped that it would be well propagated and read by all citizens of Canada, although he thought it was a little bulky, so that they might get the pros and cons in a critical way. He thought it would be a marvellous thing for the Canadian people to read that report if it were accessible to them. I suppose there is a set price for the report?

The WITNESS: Yes, 50 cents.

The CHAIRMAN: He said it was a very popular price but the trouble was very few people knew it was issued.

Mr. MACINNIS: May I ask how Mr. Fleming would define a more popular report? What does he mean by a more popular report? No report could be more voluminous than this one. What would you leave out? What would you put in? How would you deal with the matter?

Mr. FLEMING: I will draw on the experience different organizations have which have to get out reports. Very often it is the practice, where it is a matter of making a report more readable by a wider audience, to write quite a different sort of report. A popular report of this kind—and I am not advocating

it; I am asking for information about it—would be a smaller document in simplified form. It would not go into detail. It would attempt to give a picture of what is going on without going into detail. It would be a simpler, shorter report.

The CHAIRMAN: A summary of this report.

Mr. FLEMING: But not exactly a summary. It is written to be read by a wider audience.

Mr. BOUCHER: Do I not understand Mr. Fleming to mean something of this nature? Would this not answer his problem? Should this not be considered as a technical tabulation of the proceedings of the United Nations brought out as an official document by the Department of External Affairs in the faith and trust that the Canadian Information Service, The Canadian Institute of International Affairs and other voluntary organizations may be guided as to the various aspects in which they are interested and will enlarge upon it in more detail and in a more popular manner? It is actually a compendium of facts rather than a publicity document. Is that not correct?

The WITNESS: I think the report is a little more interpretative than the previous report Mr. Fleming mentioned, the report of the San Francisco meeting. It is written in somewhat simpler language than the report on San Francisco and gives rather more of the background. I would have thought that one of the main purposes of the report was to give information to parliament on what the attitude of the Canadian delegation was at the Assembly on the various questions which were discussed so that parliament can form its own opinion on whether or not that attitude was proper. In order to make it possible for parliament to decide whether or not the government has carried out properly its stewardship it is necessary in some respects to go into more detail than one would in a popular report, and to give, as we have done in this report, very voluminous appendices in which the statements of policy by the representatives of the Canadian government are given in full.

Mr. COTE: Are we not taking one thing for another? As far as this report is concerned it is one of the best that could be produced. I do not see what correction could be made in it. It is an official report of the proceedings made by the government. It is one thing for the department to do that. The other matter which Mr. Fleming has mentioned—and it might very well be taken up—is the question of propaganda with which I do not think the department has very much to do. If popularization of this report is to be carried out—and I think it should be—I am inclined to believe it should be done by other organizations or the press or the radio, all the media of popularization and of propaganda, if we may call it propaganda, on behalf of the United Nations. I think, so far as the department is concerned we could hardly ask the department to mix in the propaganda side of the question, and at the same time publish an official report which has to come from the officials to parliament and the varied bodies which may desire an official report. I think there are two completely different objectives to be reached in this particular field, one is the official report and the other is the popular report. I do not think the Department of External Affairs' objective is to accomplish the latter.

Mr. CROLL: May I suggest that one of the things which would popularize the report is the removal of the fifty cent price. It occurs to me, if our purpose is to acquaint the people of Canada with the work of the United Nations, we might very well make an investment in it. If, for instance, a member was furnished with 25 copies which he would distribute to his constituents under the frank, you would get a very wide circulation amongst the people in the constituency, rather than amongst the people referred to by Mr. Fleming and others. The report would be read in the homes. It would be referred to by the children

in the home who would read it and, perhaps, compose compositions when they were stuck for some subject and father could not suggest one for debate or something of that kind. In a general way it would be, I think, precious in the library. I do not think it would be a great expenditure.

A report to which Mr. Fleming did not refer but which was very popular was one called the spy report. It had a very wide circulation at a price of \$1.25, although copies were available to send out to your constituents, rather freely. I think some of us took advantage of it. It would not be a great expenditure.

Mr. FLEMING: Were copies available for the members to send out? I did not know that.

Mr. CROLL: If we could jump over that subject for the moment, I would refer Mr. Reid to page 83 to see if we can get some meat into the discussion. Page 83 of the report deals with relief needs after the termination of UNRRA. Now, the last chapter speaks of an amendment, unanimously passed by the committee and on page 85, at the bottom, the report speaks of a study which was to be made. As I understand it, UNRRA will close down about the first of July, Mr. Reid?

The WITNESS: I think so.

By Mr. Croll:

Q. What has been done to meet that particular condition, Mr. Reid? Can you help us at all on that? It is a matter in which we are all interested.—A. Mr. Chairman, Mr. Riddell, the chief of the first political division of the department, is with me to-day. My job in the department is in the second political division which is concerned with European and Commonwealth affairs. It was more or less by accident that I became involved in the preparation of this report. The responsibility for the continuing of the work in connection with the United Nations comes under Mr. Riddell's division. I think it might be better if he were to answer the question.

Mr. RIDDELL: Mr. Chairman, in conformity with the resolution of the assembly a special technical committee was established. The committee met early in the new year in New York and reviewed the relief needs of the countries which were likely to be short of food during the current year. They made that review in terms of the dollar needs of those countries. They arrived at a figure of approximately \$600,000,000. I am speaking from memory, that is not an accurate figure. It is approximately \$600,000,000. This figure represents the need for imports of food and other relief materials for certain eastern European countries and certain areas in Asia, which could not be met out of the available financial resources of those countries.

The report of that committee was published by the United Nations and copies of it are available here. It was a report which was based on the submissions which were made by the governments themselves. That information, then, was provided to the governments which might be the supplying countries. Since that time there have been two informal meetings of interested countries, held under the auspices of the United Nations, to consider what action might be taken to meet these relief needs. Up to the present time, no specific action has been taken, to my knowledge. The executive of the United States government has recommended a grant of approximately \$350,000,000 for a relief contribution on the part of the United States. As yet, Congress has not passed that, but it is now under consideration.

Mr. CROLL: As I understand it, have they not definitely refused or indicated that they will not make a contribution?

Mr. RIDDELL: The United States?

Mr. CROLL: The United States.

Mr. RIDDELL: No.

Mr. CROLL: They have not?

Mr. RIDDELL: No.

Mr. CROLL: What appropriation have we made?

Mr. RIDDELL: No action has been taken by the Canadian government so far.

Mr. BOUCHER: Mr. Riddell, the United States executive, you say, has indicated \$350,000,000 is their share of the relief need. Have they indicated how that is to be administered or what body is to administer it now that UNRRA is folding up?

Mr. RIDDELL: Yes, the United States is planning to administer this fund themselves under an American organization. In some ways that organization would be a small national American UNRRA. They also have plans, I think, for the purchase of goods and for the distribution of those goods in the needy areas. I am not sure of the details of these plans. I think, possibly, the United States would send in officers to inspect the distribution of the relief supplies.

Mr. BOUCHER: I take it then it would be your opinion the probability is that each nation which supplies relief will only take a cue from what this committee has said, but there will be no United Nations organization to carry on the work which UNRRA is doing now and has been doing.

Mr. RIDDELL: That is quite correct.

Mr. BOUCHER: There will be no combined effort on behalf of the nations seeking relief or granting relief in connection with the administration of it?

Mr. RIDDELL: That is quite correct with one small exception. There is one organization which was set up at the last meeting of the General Assembly called the International Children's Emergency Fund. The original idea behind this fund was that it should take over certain assets from UNRRA and administer those assets for relief needs amongst the children in the food deficit areas. This fund is now being organized. The director-general, Mr. Maurice Pate, was in Canada about two weeks ago.

The resources of this fund will consist of contributions by governments and contributions by private organizations or by individuals which will be collected in various ways. It would not appear that the organization would be in a position to contribute very materially to immediate relief needs. There is, however, this one international relief organization under the United Nations which came into being at the last session.

Mr. BOUCHER: In fact, it is the only relief organization with an official status under the United Nations which will carry on and administer relief after the first day of July?

Mr. RIDDELL: Yes.

Mr. BOUCHER: Would you say there was any dissatisfaction over that amongst the nations?

Mr. RIDDELL: Well, there was a good deal of discussion as to whether or not UNRRA should be continued or whether a substitute for UNRRA should be established. There was a preference on the part of the Canadian delegation in New York for some arrangement of that nature to be made.

Mr. COLDWELL: The Canadian delegation asked for the substitution of an international organization which would be international in form and scope.

Mr. RIDDELL: Yes, that was Canadian policy.

Mr. COLDWELL: That was the Canadian point of view; we opposed the American nation-to-nation idea.

Mr. RIDDELL: Yes.

Mr. CROLL: But that is all there is. Mr. Riddell tells us at the moment all we have is a nation-to-nation policy.

Mr. COLDWELL: We opposed that, yes.

Mr. CROLL: Having opposed that and having failed to achieve something else, what I am trying to get at at the moment is the fact that the survey indicated that \$600,000,000 was the sum necessary for the needy nations, the have not nations; that is what I understood you to say.

Mr. RIDDELL: Approximately that.

Mr. CROLL: The Americans are providing \$350,000,000.

Mr. RIDDELL: Yes.

Mr. CROLL: There is a deficit of \$250,000,000. Now, I presume the British will make some contribution. I do not know what it will be, but they have not done so as yet. The British may not be in any position to make a contribution, I do not know. Canada came forward with an offer—I remember the words very well and I remember the newspaper reports of LaGuardia's acceptance. It is reported on page 85 of this report, that LaGuardia stated they were accepting Canada's offer sight unseen. I think that was a great compliment to this country. Up to date, however, Canada has done nothing either collectively or individually and is not prepared to do anything on the first of July. At least, she has no plans if I see the picture correctly.

Mr. RIDDELL: No, no plans have been announced.

Mr. CROLL: Canada was the third largest contributor, was she not? It was a substantial contribution which we made.

Mr. BOUCHER: The fourth, was it not?

Mr. CROLL: The third largest contributors to UNRRA, I think. The report says so and the report must be right.

The WITNESS: Yes, Canada was the third largest.

Mr. CROLL: Have you any idea what the third largest contributor meant in money?

Mr. RIDDELL: Canada's contribution to UNRRA was approximately \$77,000,000 a year for two years.

Mr. CROLL: For the two years preceding 1947?

Mr. RIDDELL: Yes, 1944-1945 and 1945-1946.

Mr. CROLL: We are now entering another fiscal year?

Mr. RIDDELL: Yes.

Mr. BOUCHER: What was that on a percentage basis of the total contribution what per cent was it?

Mr. RIDDELL: It was approximately 4 per cent.

Mr. CROLL: No other nation, for instance, has indicated it will make any contribution to UNRRA so far as I can recall the press reports.

Mr. RIDDELL: No, there have been no specific indications but the United Kingdom has suggested it will make a certain limited contribution in central Europe. Beyond that, there has been nothing.

Mr. CROLL: That is, within the United Kingdom's present occupying zone?

Mr. RIDDELL: They might also do something for Italy.

Mr. CROLL: Yes, and might also do something for Italy. Therefore, that leaves the rest of the problem still unsolved in Europe; is that correct?

Mr. RIDDELL: Yes.

Mr. CROLL: May I just follow this line of thought a little farther? In that nation to nation appeal, the recent committee which went to Greece headed by Porter, was that part of an UNRRA undertaking?

Mr. RIDDELL: I am sorry, I cannot answer that. I should be able to do so, but I cannot.

Mr. CROLL: No, you should not.

Mr. RIDDELL: I am not sure of the circumstances.

Mr. BOUCHER: May I just follow up your suggestion, Mr. Croll, by asking you a question. You used the phrase "part of an UNRRA undertaking." As I understand it, there is no UNRRA undertaking, but you probably meant a part of the United Nations undertaking?

Mr. CROLL: Yes.

Mr. COTE: Is my understanding correct that Canada has favoured and is favouring the administration of relief through a medium within the United Nations organization?

Mr. RIDDELL: I think, Mr. Chairman, in some ways that issue is now settled because it was decided at the last meeting of the General Assembly that relief should not be administered generally through United Nations organizations but should be administered on the basis of bi-lateral arrangements between the giving and receiving countries.

Mr. COTE: Therefore, I would assume the implication would be that would be an endorsement by Canada of the Washington policy of giving direct relief to Greece and Turkey?

Mr. RIDDELL: I think the question of relief to Greece and Turkey is really a separate question. It is one which emerged in the United States after the question of general relief had first been considered. There are really two questions under consideration in the United States Legislature at the moment, one is the \$350,000,000 general relief grant, and the other is the special relief grant for Greece and Turkey.

Mr. COTE: So, the special relief will be administered altogether outside the regime of the United Nations?

Mr. RIDDELL: Well, except in so far as Senator Vandenberg's amendment may result in certain United Nations interest in the United States relief administered in that area.

Mr. COLDWELL: What actually happened was that it was more or less a compromise. It was on a nation to nation basis. The committee of experts was to be set up to advise the nations as to the needs and so on, and this was a compromise which was adopted, I think, at Canada's suggestion.

Mr. RIDDELL: I am sorry, my understanding was that the question referred to relief to Greece and Turkey.

Mr. COLDWELL: Yes, I know, but that comes into this picture. It is true we are not participating in the relief to Greece and Turkey, but Greece particularly was a care of UNRRA and it seems to me it enters into this picture in connection with the advice of the experts. I do not know whether I am right in that or not.

Mr. BOUCHER: Am I not right in assuming that this question of relief to Greece and Turkey was only something which was adopted by the United States as a measure of carrying on until such time as the United Nations or the nations within the United Nations individually had set up some system? It was only a stop gap policy?

Mr. CROLL: That was Vandenberg's amendment, was it not? It gave United Nations that veto power. Had we not better get away from that subject until it is settled in the United States?

Mr. COTE: I am interested in what Canada's stand is.

Mr. CROLL: I do not think Mr. Riddell should give an opinion on it. I think it is a question of high policy and I think it is dangerous to discuss it at this moment.

Mr. COTE: I understand from the report that everyone agreed, amongst other things, that the experts should supervise the field. I should like to know whether this new provision took place in the field of ordinary relief or special relief because I understand, with regard to Turkey and Greece, that was special relief. In so far as ordinary relief is concerned I understand that Canada agreed with the United States that it should be based on the report of the experts. Am I right?

Mr. RIDDELL: Well, the only agreement which was reached in the General Assembly of the United Nations was that a committee of experts should meet and arrive at certain conclusions. Those conclusions should then be referred to the member governments. There was no decision taken in New York that the member governments should do anything about it. It was left to the member governments to decide what they should do about it.

Mr. BOUCHER: I should like to ask whether it is probable the United Nations will again put on the agenda the question of the administration of relief to the needy nations, or whether it is the intention of the United Nations to advise it is beyond the scope of its activity?

The WITNESS: The concluding paragraph of the resolution passed by the Assembly on relief directs the secretary-general to report at each session of the Economic and Social Council on the activities being carried out under the relief resolution. Therefore, this subject of international relief will automatically be on the agenda of each session of the Economic and Social Council and will automatically be included in the report of the Economic and Social Council to the Assembly. I think it is, therefore, reasonable to assume it will be discussed again in September.

Mr. MACINNIS: Unless the other part of the resolution is carried out, is there any likelihood there will be anything to report? Section 2 of the resolution sets up a committee of experts and section 4 requires that it shall report to the secretary-general for submission to the member governments as soon as possible, but, in any event, not later than the fifteen of January, 1947. Now, unless this committee of experts has reported to the secretary-general, there is not very much hope anything will be on the agenda which is of any value to the countries concerned when the Assembly next meets.

Mr. RIDDELL: The report of the committee of experts, as provided in paragraph 4 of the resolution, has been made to the secretary-general. It is that report in which this figure of approximately \$600,000,000 appears and it has been circulated to the member governments. The general question has been discussed at two subsequent informal meetings.

Mr. MACINNIS: Have any steps been taken to make that amount available to the countries in need?

Mr. RIDDELL: The United Nations is not in a position to take any steps. It is entirely the responsibility of the member nations.

Mr. MACINNIS: Have any of the member nations then taken any steps?

Mr. RIDDELL: Apart from the action which the United States administration has taken of putting the \$350,000,000 grant before Congress, I know of no action which has been taken.

Mr. CROLL: As Mr. Reid said a minute ago, the United Nations will meet again in September and, of course, the need for UNRRA and the need for relief is there. UNRRA becomes a dead letter on the first of July. You see, there is a two months' lapse of time in which the need is there and yet nothing

may be done to meet that need. Even the United States may give relief only on a nation to nation basis. They may decide not to give it to some nation because their eyes are blue or for reasons of their own. They have a perfect right to do that. What are we doing to meet that need? The need is there.

The WITNESS: You mean Canada?

Mr. CROLL: Yes.

The WITNESS: That is a question which I think would have to be addressed to the minister, since there has been no declaration of government policy made on that particular question.

Mr. Low: I was just wondering whether we could get Mr. Reid or Mr. Riddell to give us briefly a statement of the accomplishments of the Assembly to date. There is much mention in the report of certain proposals and discussions, but are there any resolutions which might be worth bringing before this committee? I think in our efforts to assist in drawing attention to the importance of the United Nations Assembly, we must have some idea of its accomplishments to date.

The WITNESS: Mr. Chairman, that is just about the most difficult question, of course, to attempt to answer. In the report we have given indications in various places of what we believe to be the accomplishments of the United Nations up to date. We have also indicated our concern over certain developments in the United Nations. We have not attempted to draw any precise balance sheet. I think it might be misleading if we did. We have also emphasized throughout the report that it is, after all, only two years this week since the San Francisco conference was called together, and that it is less than two years that the United Nations has been in existence. It is, therefore, too soon to judge how effective the United Nations will be as an instrument for the maintenance of peace. It would be dangerous to be too optimistic and it would be equally dangerous to give up hope.

I would say, and Mr. Coldwell can speak with authority on this point since he was at the last Assembly, that I am convinced that the great majority of the people who attended the New York Assembly were more optimistic about the future of the United Nations and the possibilities of maintaining peace by the close of the Assembly on December 15 than they had been when it opened on October 23.

Mr. COLDWELL: That is true.

The WITNESS: One accomplishment which was important, even if it leads to nothing, was the accomplishment of the Assembly in arriving at a unanimous resolution on disarmament. According to the charter of the United Nations it is pretty clear that the first step which has to be taken towards disarmament is action by the Assembly in defining the general principles which should govern disarmament. The Assembly took that action and took it unanimously. The Canadian delegation constantly insisted throughout the discussions that people's hopes should not be raised too high by this advance which the Assembly had made. It was only a first step. But you cannot take the second, third and fourth steps until you have taken the first, and at least the first step has been taken. The problem is now squarely the responsibility of the Security Council. The progress towards disarmament since the Assembly concluded its deliberations has not, unfortunately, been great.

I would say that the Assembly demonstrated in New York that, as a result of the sessions in San Francisco, the sessions of the executive committee and preparatory commission in London, and the first part of the first session in London, we have begun to overcome some of the minor obstacles to international co-operation.

There are the difficulties which people from 50 to 55 nations have in working together at a committee table when they come to the committee table with different conceptions of discussion and different views on rules of procedure, where they use the same term to mean quite different things. We have begun to overcome some of these obstacles to international co-operation. They are extremely important obstacles. I have seen a committee held up for days, and meetings held long into the night, merely because it was impossible for the members of the committee to find out what they were disagreeing about on a matter of procedure.

Take a very simple example. In many countries you do not vote on an amendment to a resolution first. You vote on the principle of the resolution and then, if you accept the principle, you vote on amendments. It is just incredible to people from some countries that you should vote first on the amendments.

I remember in London we met until 1 o'clock in the morning trying to fix the agenda for the preparatory commission. We could not find out why the Soviet representative was not in favour of the agenda which the rest of us were in favour of. It turned out that we were talking about two entirely different things. He was talking of the agenda for the plenary meeting of the preparatory commission, and the rest of us were talking of the agenda for the whole preparatory commission. At 1 o'clock we found what the difficulty was and we settled it in fifteen minutes.

In other fields there have been considerable accomplishments. Gradually, we are working in the right direction. The charter of the United Nations is not a very precisely written document. In some ways that has turned out to be an advantage because it gives an opportunity for growth from within through the development of custom and precedent and the adoption of regulations. On the whole I think the growth of the constitution from within has been in the right direction. The powers of the secretary-general as the chief international civil servant are expanding. The powers of the Assembly, as we point out in the report, as a quasi-legislative body are expanding. The provisions of the charter which tend to restrict the powers of the Assembly are being interpreted narrowly, especially the clause on domestic jurisdiction which, if interpreted extensively, would be extremely dangerous to the future success of the United Nations.

I do not think that many people a year and a half ago would have thought that either the Security Council or the Assembly would have been as successful as they have proved to be in discussing some of the most delicate international issues of the day. On the whole in New York the discussions of delicate international issues were carried on with moderation and restraint. As Monsieur Spaak pointed out in his closing presidential address the Assembly is showing signs of becoming, if not a world parliament, at least something out of which a world parliament may grow.

The Assembly has been learning the necessity, which we all learn in democratic countries, of being willing to accept compromises in order to get virtually unanimous agreement. Perhaps the chief defect in the practice of the Assembly hitherto has been too much reliance upon voting. There have been far too many votes, but I think we are moving away from that. In a body like the Assembly which has not the power to direct governments to do things you cannot settle questions by a simple majority vote or by a two-thirds majority vote. You must get substantial unanimity and substantial unanimity must be accompanied by a willingness on the part of the Member States to carry out the recommendations of the Assembly even though they are merely recommendations and are not binding directives.

The weaknesses of the United Nations are apparent, but I do not think they are so much weaknesses in the constitution, in the charter, as reflections of the grave international difficulties with which we are confronted.

In the report we have pointed out some of our worries about certain developments in the United Nations. For example, we took a pretty firm line on the question of the admission into the United Nations of states which are so dependent upon another state that they have not the power to carry out independently the obligations of membership. We have questioned some of the practices which appear to have been followed in the development of the international secretariat. We are worried about the doctrine, which unfortunately seems to have too many adherents in the assembly, that posts on the various councils, and the posts of chairmen and so on of the various committees, should be treated as honours which ought to be shared rather than as responsibilities which should be given to the states or the individuals who are most capable of carrying out the responsibilities of those posts.

On the whole I think we have every right to believe that the United Nations is developing in the right direction. The difficulties in front of us are enormous. It seems to me that the great danger which we must all avoid is that of being carried up and down from elation one day to despair the next. We have to learn from past experience that we should not be too elated by certain immediate successes or too depressed by certain immediate failures.

Mr. Low: That is very good. I appreciate that review.

By Mr. Beaudoin:

Q. Mr. Reid, are the minutes available of the different committees which sit?—A. Yes, the minutes of all the committees are available in the parliamentary library.

Q. I suppose in writing this report you have used the minutes of the committees?—A. Yes.

Q. And the breakdown by subjects. I see here you deal with one subject after another which might very well have been the subject matter of discussion in the same committee.—A. Yes.

Q. In other words, this report is not a resume of what has been going on in the fifth or sixth committees, and so on, but a subject is picked up here and there and you make a heading?—A. Yes.

Q. You make a resume of whatever has been said?—A. Yes.

Q. And the conclusion the committee arrived at? Is that it?—A. Yes, that is substantially it. We thought the ordinary person was not very much interested in whether a question was discussed in the first or third committees. He was interested in the actual discussion. In some cases it was necessary to carry the story back to the end of the first part of the first session of the assembly and through to the end of the second part of the first session. For instance, there is the Spanish question which has been discussed both in London and in New York, and in between at various meetings of the Economic and Social Council and the specialized agencies. The section on the Spanish question in the report tries to tell the whole story and not just the discussion in the political committee in New York.

Q. If one wanted to obtain the minutes of the meetings of any of these committees would it be possible to get them elsewhere than in the library of parliament?—A. Yes, I think it would be possible. I assume it would be possible to buy them from the United Nations.

Q. But otherwise we cannot get them?

Mr. RIDDELL: We may have some extra numbers of some of the reports in our library.

Mr. BEAUDOIN: Suppose a member of parliament wanted to make a speech on what has been discussed in this first committee, the political and security committee. He would like to see how the different problems which were discussed there were approached by the members of that committee at the time that it was discussed. I would imagine he would like to read the minutes. He goes to your department. I understand you have one official copy which you cannot lend. He could go to the library, but he wants to make notes, and so on. Is there somewhere that a member of parliament can get a copy of the minutes of that committee to use as his own and keep it without having to write somewhere and pay for it?

The WITNESS: I do not know how many copies we have in our own library, but if we have an extra set it might be possible to give it to a member who was particularly interested in the minutes of one committee. As the United Nations catches up on its printing I think it will become easier for us to get copies of the minutes because I think they print the minutes of the committees eventually in separate volumes, and it will be comparatively simple for us to get extra copies.

Mr. BEAUDOIN: Last year I asked for a copy of the proceedings of one committee. I was referred by your department to a certain office in New York where I would have had to pay \$90 to get it.

By the Chairman:

Q. In the activities and deliberations of the Canadian representatives in the United Nations organization is there a sense of frustration or smallness that would be occasioned by the atmosphere of the deliberations or by some action of the larger nations? For instance, we have been refused permission to attend the Moscow conference. Is that trend followed in the deliberations of the United Nations organization, that Canada is *persona non grata*, and the small countries do not have the same prestige or the same voice as the larger ones?—A. I have not felt that myself. It seems to me that in the assembly of the United Nations the effectiveness of a delegation in discussion is not merely related to its military and economic power. The United Nations provides for a sort of constitutional government where the effectiveness of a delegate of a country does not depend entirely upon the strength of his country. I do not want to give an analogy which would be misleading, but I would say we are moving in the direction of a system similar to that in the Senate of the United State where the importance of the views expressed by a senator is not directly related to the strength of the state he represents. We are nowhere near that yet, but we are moving to some extent in that direction....

Mr. COLDWELL: I think so to some extent. I do think this, that particularly where financial commitments are involved the smaller states tend to leave the matter very much to the larger states. For example, the United States had a very great influence on the decision on UNRRA, but I think generally speaking you are quite right, that the influence is not related to the size and power of the state; I think one could name them. The smaller states play a very important part in some of the committees, apart altogether from the power states.

The WITNESS: It is when you come to decide on a specific recommendation that will only be effective if the major powers are willing to concur in the recommendation that you are faced with a situation where it is almost ridiculous to try to decide the question on the basis of one state one vote.

Mr. MACINNIS: Mr. Chairman, if Mr. Reid is finished with that point, could we come back to the point raised by Mr. Croll?

Mr. CROLL: May I ask one more question following Mr. Coldwell's statement? I have always felt, as a Canadian, we were somewhat slighted—you do not have to answer this question—when we were not elected to the Economic

and Social Council. In view of what Mr. Coldwell now says, in view of our great contribution to UNRRA—no, I meant the Security Council, I am sorry, but in view of our contribution both before and after the war, I wondered if there was something behind that. If there is not, just leave it at that.

The WITNESS: I think it would be difficult to answer that question.

Mr. COLDWELL: I think that Canada's turn will come very soon.

Mr. JACKMAN: Was it not pointed out at our session last year that once Mexico was elected to the Security Council, you could not have another North American country. In order to keep a hemispheric balance, you had to elect Australia or some country which had not the same geographical qualifications. I think that matter was taken up last year.

Mr. MACINNIS: I do not think we should leave this point raised by Mr. Croll concerning relief after the termination of UNRRA. There is a statement concerning it on page 83 of the report and statements made by the Canadian delegation as well as resolutions on pages 234 and 237. This is a personal opinion but I think it is one, perhaps, which is held by the majority of the members of this committee, that the greatest need to aid better feeling throughout the world is, first, we should feed the hungry and secondly, we should rehabilitate those—I do not mean we should do it single handed—but we should assist in the feeding of and rehabilitating those who are in the countries which have been devastated during the war. I was wondering if this committee could make a report to parliament urging the government to make an appropriation for the purposes mentioned, that is, for relief after UNRRA has finished its work. I think it is a matter of major importance and Canada must at least make some effort to do something about it.

The CHAIRMAN: We will take notice of that, Mr. MacInnis.

Mr. COLDWELL: I think if you look in the proceedings of the second committee, it will be found that the Canadian delegation said on more than one occasion that Canada would be prepared to do her part in just exactly what Mr. MacInnis has suggested. While the delegation could not commit us in that way at all, I think it was stated.

Mr. CROLL: Mr. Coldwell, as was pointed out to-day, Canada did agree to do her part, but, at the present time, we have no plans and we are faced with this lapse of time. Now, we desire to know what is likely to be done during that lapse of time or whether we contemplate doing anything at all because the only nation which appears to be contemplating action is the United States of America and they are going to run their own show.

Mr. COLDWELL: The thought I intended to convey is that from what was said, we are more or less obligated to carry out some plan.

Mr. RIDDELL: I think, Mr. Chairman, all I can do is repeat a statement which has already been made and that is, that any announcement of plans for a Canadian contribution towards international relief would have to be made by the government. I would be sorry if I had given the impression that no consideration had been given to the question of international relief since the meeting in New York, because we have been receiving information on the whole question of international needs and the possibility of some Canadian contribution being made has been under consideration in Ottawa.

Mr. LEGER: It will probably be announced by the government in due time.

Mr. CROLL: It will be on a bi-lateral basis.

Mr. COTE: But nothing would be done before July 1.

Mr. MACINNIS: We should be ready to do something after July 1.

Mr. COTE: In the meantime, nothing would be done as I understand it. Would there be anything done?

Mr. RIDDELL: I do not think there is any reason why the relief program should not be put into operation immediately after a decision is made. There are many considerations to be taken into account, one of which is the supply situation. July 1, or the termination date of UNRRA is not the date on which you must start.

Mr. BOUCHER: I think we have to be practical about it. I think when we realize the United States has taken a certain step of her own accord on a nation to nation basis which has not met with unanimous approval anywhere, we, in Canada, having the commodities to supply have to realize the United Nations has not got a definite policy to enunciate whereby we can give relief other than a nation to nation basis. Until that is done, I think we have to realize we will have some difficulty in accepting or publicizing a particular definite policy or nation to nation scheme, yet, we cannot accept anything other than a nation to nation scheme because there is no organization within which to do so.

Mr. MACINNIS: Would there be any objection to referring this matter to the steering committee on the question of the propriety of bringing it up here and possibly doing something about it?

Mr. COLDWELL: The possibility of formulating a draft resolution which would be presented here?

Mr. JACKMAN: As a matter of policy, why should it go to the steering committee?

Mr. MACINNIS: Only as to the way with which we should deal with it in this committee.

Mr. FLEMING: Questions of draftsmanship and matters of that kind, I think the steering committee could do some work on before it takes up the time of the larger committee. There is one matter I should like to mention before we adjourn, but I do not want to interrupt if there are any more questions to be asked.

Mr. MACINNIS: I would seriously suggest that it be referred to the steering committee.

The CHAIRMAN: It would be a very, very delicate question due to the fact that no doubt UNRRA has met with some difficulty in the past in its administration and in the distribution of its goods. No doubt some criticisms were heard of this organization and no doubt some of them were well warranted. I do not want to say any more than to state that many statements have been made to the effect we fed and helped nations such as Germany after World War I, and that nation eventually caused that terrible convulsion, World War II. Those are matters which are so intricate they should be a problem for the steering committee of this committee. It could come to a decision and report to the committee. I am willing and ready to do all I can in connection with this matter.

Mr. BEAUDOIN: What would be the tenor of your resolution?

Mr. MACINNIS: That is something upon which I am not just clear myself. The Canadian delegation or whoever was speaking for the Canadian delegation made a statement on pages 234 and 235 and the last paragraph of 236—perhaps the last two paragraphs, since they are very short—

It is unfortunately the case that, apart altogether from financial considerations (which are now, of course, a matter of grave concern to all governments and their taxpayers) the extent to which Canada will be able to make deliveries against relief needs in the year 1947 will be largely affected by the availability of supply.

Despite the situation, if a concrete United Nations plan for meeting genuine relief needs in 1947 is adopted by this assembly and is in fact, international in its form and scope, Canada, to the extent that prevailing conditions permit, will participate in its implementation.

What I had in mind is, even if there is a failure, as it would seem there is a failure now in the prospect of anything on an international scale being done, is there anything Canada could do herself in the matter?

Mr. COLDWELL: Is it not your idea that something should be presented here which would form the basis of a recommendation or report to the House of Commons?

Mr. MACINNIS: Yes and perhaps from the House of Commons then to the secretary-general of the United Nations.

Mr. COLDWELL: The paragraph Mr. MacInnis read, I believe, has something more behind it than appears on the surface. At the meetings of the second committee, I was not a representative on the second committee, but I attended it regularly, the idea seemed to prevail that we were able to do much more than we were because we had a large accumulation of wheat and other supplies at the end of the war and hence our contribution was unusually large during that particular period. We tried to make it clear there that we could not be expected to do as much as we had done formerly because we did not have the backlog of reserves we once had, but we did commit ourselves to do what we could.

Now, the point is, what can we do? Since it is on a nation to nation basis, where then can our aid be given? This information would come from the committee of experts and Canada would have to be guided by what is being done by the other countries and the needs placed before the world by the committee of experts. We do not know just what the report of the committee of experts was in that connection.

Mr. BEAUDOIN: I think this might be a very good suggestion. I do not know whether the committee would accept, but I think it is purely a matter for the government to decide. They are following this question. This problem is under constant consideration. I think we might well put a question to the Minister of External Affairs in the House of Commons as to how soon he wants to do something about it and ask him if he has any announcement to make in connection with this statement, and so on, but I think it is purely a matter of government policy. It is not the responsibility of this committee to make any suggestion of that sort in the form of a report. We may express our wishes or discuss it, but we should not incorporate it in a formal report to the House of Commons which may open up the entire question and lead to a debate in the House.

The CHAIRMAN: I believe it could be included as part of our recommendations.

Mr. BEAUDOIN: In the final report.

The CHAIRMAN: That is one of the functions of the committee. We can recommend on definite matters.

Mr. CROLL: Our final report may not be made until the month of July. If the people responsible for policy came in and said that this matter is being considered and that they are dealing with it now we would be satisfied. On the other hand, they might say to us, "It is a matter you had better leave with us for the present time", or they might say, "This is going to be the policy and we will announce it in the House in due course". We ought to have some direction and guidance. Mr. St. Laurent might like to give us that. He could tell us something in any event. I do not think it is fair to ask that question of members of the department because it is a matter of policy.

Mr. BOUCHER: On that very point let us look at this question. We are a committee whose purpose is to deal with Canadian external affairs. UNRRA has been a job for the United Nations organization. They have not organized a concerted effort. The only way that we in Canada could do it now is from nation to nation. Let us face that. Are we as a committee prepared to bring in a recommendation urging our government to adopt a nation to nation policy and outlining what those nations should be? As soon as we put it that way I think we will realize how very difficult and inadvisable it would be for our committee to make any such recommendation.

Mr. COLDWELL: In our report our committee can ask the government what the policy of the government is in relation to this matter. It is quite true we are on a nation to nation basis, but I do not think that relieves us of responsibility in endeavoring to relieve the distress and suffering that does exist in a good many countries in the world.

The CHAIRMAN: I believe on a question of that kind it is more the prerogative of parliament than this committee to ask the policy of the government on a certain feature.

Mr. FLEMING: Instead of dealing with this question in an abstract way would it not be better for Mr. MacInnis to submit a resolution? Then we can deal with it in the terms of the resolution. He may see fit to send his resolution to the steering committee so that it can be reviewed before it comes to this committee.

Mr. LEGER: As Mr. Beaudoin has just said I think that this is really a matter of government policy. We might invite Mr. St. Laurent to come here and ask him to clarify the matter if he can, but I do not think that as a committee we can tell the government what to do.

Mr. BEAUDOIN: After we hear Mr. St. Laurent there may not be any more need for Mr. MacInnis' resolution. He may be quite satisfied.

Mr. CROLL: May I suggest that somebody ask a question before the orders of the day, and he will probably get an answer.

Mr. MACINNIS: I am not suggesting that we tell the government what to do, but surely if this is a committee on external affairs we should not be afraid to deal with pressing problems in external affairs.

Mr. BEAUDOIN: On the other hand, I do not think we should take it upon ourselves to formulate government policy.

Mr. MACINNIS: Why not formulate government policy?

Mr. JAENICKE: Let us make suggestions. What are we here for?

The CHAIRMAN: Gentlemen, we met at half past ten and we have very assiduously followed our labours. I believe it would now be in order for us to adjourn.

Mr. FLEMING: I asked if I might bring up one matter very briefly. It is a matter which the steering committee could consider. It has to do with the peace treaties. The peace treaties of the axis satellites are going to come before this session and when they do, presumably they will be dealt with by resolution or address and not be statute. It may be a little awkward if any reference to those treaties during the proceedings of this committee gets into the proceedings of the House. If it is simply going to be dealt with by resolution, I think the steering committee ought to indicate to the government in good time that the feeling of this committee is that the resolutions in connection with the approval of the treaties should be considered by this committee.

The CHAIRMAN: I do not think there could be any objection but we may foresee the question so we would be sure. It would be up to the minister. He has the power to refer it back to the committee on an order of reference.

Mr. COTE: I should like, on behalf of the committee, to extend congratulations to the officials of the Department of External Affairs who drafted this report.

The CHAIRMAN: Then, will it be in order to meet again on Friday at 10.30 a.m.? If it would be possible, we should like Mr. Reid and Mr. Riddell to be present. I do not believe we need a resolution because we are unanimous in extending felicitations to you for the help you have given the committee.

The committee adjourned at 12.30 p.m. to meet again on Friday, April 25, 1947, at 10.30 a.m.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

April 25, 1947

The Standing Committee on External Affairs met this day at 10.30 o'clock a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: I should like to thank the members for coming because I realize it is quite a problem on Friday. This gavel has been given to me by the clerk. I understand it comes from one of the members and perhaps is meant to be used to see that rules of order are better observed. However, I do not believe I am going to need to use it.

I think it would be in order to report to you as to our trip to Lake Success. We are certain of nine members making the trip. I will name them. They are Messrs. Beaudoin, Benidickson, Croll, Cote, Fraser, Graydon, Jackman, Jaenicke, Jaques and myself. We also have notified Mr. Pinard and Mr. Picard.

I should like to state that following the lead given by Mr. Mayhew there was a very favourable reaction from Mr. St. Laurent and all the officials of the department in making the necessary arrangements. We also received a favourable response from Mr. Lie, who answered our wire immediately. I believe we will be persona grata and will be afforded all facilities at the meeting which will start on the 28th of April.

I should also like to state that in cooperation with the officials of the Department of External Affairs we have done all we possibly could do to smooth things out in the best way possible so as to make it not only an interesting but also an easy trip. I am glad that so many of you can come. I quite understand how hard it is for members to get away. For instance, in the case of Mr. Graydon I know he wanted to come but he had previous engagements. The same thing applied to several of the other members such as Mr. Low and Mr. Coldwell.

I do not believe it will be possible to hold a meeting next week although we may decide to do so after we hold our meeting this morning.

Mr. GRAYDON: The resolution called for a meeting at Lake Success.

The CHAIRMAN: It would only be a section of our committee. I believe it would be in order to ask the government in our next order of reference to give us the estimates so that in case that it is impossible for General MacNaughton to come early next month we will be able to proceed with the estimates. I believe we need a resolution for that. Possibly I can do it through the minister. I will ask the minister to give the committee that order of reference. I believe that the members of the committee would like to see General MacNaughton appear before the committee on the atomic bomb report, and I am almost positive that he wants to be present, too, but presently he is engaged at Lake Success. We will have to try to cooperate with him and fit him into the picture. We will have to accept a date that he will give us when he will be able to appear before the committee. If that is satisfactory we will leave it in the hands of the officials of the department to make the necessary arrangements.

Mr. JACQUES: Will General MacNaughton be here in his capacity as a scientist, on the scientific aspect of the bomb, or its use from a moral point of view?

The CHAIRMAN: I believe that all angles will be discussed. The same thing will apply to the testimony that General MacNaughton will give as a scientific man. I believe we are on safe ground, and whatever statement he will make will be very illuminating.

Mr. JAUQUES: The only reason I made the remark was that personally I do not think a scientist is any more qualified to give an opinion on the use of the bomb than anybody else. In fact, I think they are rather less qualified.

The CHAIRMAN: I believe there will be no objection by any member of the committee to General MacNaughton appearing before us. If we decide to have other witnesses it will be up to the committee to call them to discuss that very important question.

Mr. KNOWLES: He will appear before us as Canada's representative.

Mr. HACKETT: I think there is a great deal in what Mr. Jaques says, but probably on the idea of the feasibility of control, the necessity of control, some aspect like that, a man who is familiar with what goes to make up this terrible engine of destruction may be able to speak with some additional information not possessed by the ordinary member.

Mr. JAUQUES: I only wish to say there is not any doubt in my mind that the bomb is and has been used as a club by certain people, certain organizations, to further their own ideas.

The CHAIRMAN: Of course, in the case of General MacNaughton his ideas will be national and international in their scope. On account of his present activities General MacNaughton will be fairly familiar with the many aspects of the atomic bomb question.

Mr. GRAYDON: May I suggest we cross that bridge when we come to it. The report will be before us by that time. There are a number of scientific, political and moral approaches which are readily seen in the report itself. What witnesses we will require later will develop as the report is reviewed by the committee. I think we can call General MacNaughton as a start and see from then on where we go.

Mr. JAUQUES: I did not wish to stop it in any way at all.

The CHAIRMAN: Are there any other matters you want to bring up before we proceed with the United Nations report?

Mr. MARQUIS: May I say a word about the trip to Lake Success? As I was one who favoured that trip I wish to state when I left the committee the other day I found a letter on my desk calling me home for Sunday and Monday. That is the reason why I cannot go, and I regret sincerely not being able to be there.

The CHAIRMAN: We also regret it.

Mr. MARQUIS: I informed the chairman of the committee of the fact that I could not go.

The CHAIRMAN: Are there any other matters to bring up?

Mr. JAUQUES: There is only this one. Will there be opportunities to hear witnesses on various questions of international importance? I might mention the case of the Slovaks. They have a case. I think their leader was just executed. There are two sides to that question. All we hear is the one side. They have representatives in Canada. It would be a simple matter to have the Slovaks here, and anybody else for that matter.

Mr. COLDWELL: What leader is Mr. Jaques referring to? Is he referring to the traitor?

Mr. JAUQUES: Who says he is a traitor? That is the very thing to which I object, to murder a man like that. You give a dog a bad name and kill him. It was the same with Mihailovich.

Mr. COLDWELL: I am not discussing Mihailovich.

Mr. JAKES: I am not prepared to take the propaganda which is published all over the world today and which we are fed. I want something better than that. I say if we are going to be responsible members of parliament we have got to have and hear both sides of the question.

Mr. MacLEAN: Would anybody know more about it than we do ourselves?

Mr. MARQUIS: Do you not think that these matters should be brought before the steering committee and discussed there as to the agenda which should be followed? If we discuss here what we will ask the witness, and so on, we will repeat the discussion that would take place there. If it is brought before the steering committee it has to be decided there as to what steps will be taken to bring witnesses here and to prepare an agenda in order that we may save time and be ready for the discussion in the general committee.

Mr. JAKES: Mr. Chairman, I might mention the case of the Greeks. There is a most pertinent question. Two years ago I believe I was the only member of the House who defended the actions of the British government at that time, and I was well smeared for doing it. What is the position today? Here is the United States government backing the Greeks and the Turks. Will anybody in this House try to get up and criticize that action as they did the action of the British government? If we had had expert evidence on both sides of the question we would have been in a position to make up our minds one way or the other.

Mr. KNOWLES: I am not criticizing the American policy in Greece and Turkey now. Some of us are prepared to do so but I think it is out of order.

Mr. COLDWELL: I do not think that the American policy in Greece is a proper thing to take up here now.

Mr. MacINNIS: This is a standing committee of the House of Commons. I think what we should discuss here are the matters referred to us by the House for discussion, what is included in our order of reference. If any of these matters are referred to us then there is no reason why we should not discuss them.

Mr. JAKES: If that is so may I ask why it was that the Zionists were allowed to be heard last session? They were heard. There was not any opposition to that.

The CHAIRMAN: I believe we might leave that matter now. After the statement of Mr. Marquis I should like to say that I believe it should be discussed in the main committee. It should be wider than the steering committee. We might have a closed session of the committee to deal with that question only. I believe that is the best solution of the problem. Then we will come to a final decision on that matter.

Mr. MARQUIS: If we want to have an enlarged order of reference it should be discussed in the general committee in camera, but if we stick to the order of reference we have now I think the steering committee should prepare the agenda.

The CHAIRMAN: I mean that question has cropped up time and time again. In fact, we had some action on it last year when we had the Zionists and the Arab league before our committee. It was really a great precedent. If we are in agreement we will leave that in abeyance for now. I will call a closed meeting of the whole committee which will give direction to the steering committee on that important question.

Mr. LEGER: I believe before we call the Zionist representatives here we should remember that we have an order from the House.

The CHAIRMAN: No special reference. If you are satisfied to leave that in my discretion I will call a special meeting.

Mr. GRAYDON: In the case of the Zionists and the Arabs, if my recollection is correct, it was a rather informal appearance before the committee.

Mr. Low: They requested it.

Mr. GRAYDON: I think they requested it. It was a rather informal hearing all the way through. There was no recommendation made by the committee nor was it intended that there should be.

Mr. KNOWLES: In raising the point of order I did not mean to infer it would never be in order for this committee to discuss these matters. My point is it is not in order today in view of the agenda already before us.

Mr. GRAYDON: Would it be out of place to suggest that it is 11 o'clock?

The CHAIRMAN: Shall we proceed now with Mr. Reid?

Escott Reid, Department of External Affairs, recalled.

The WITNESS: If there is no particular question which any member of the committee wishes to raise at the moment, I might draw the attention of the committee to the action taken by the delegation in New York pursuant to the recommendation made by the committee at the last session. The committee at the last session of parliament recommended "that the Department of External Affairs take whatever steps are necessary to ensure adequate controls over expenditures of Canada's contributions to the various international bodies on which Canada is represented". The members of the committee may have noted in the report the statement made by Mr. St. Laurent, as chairman of the Canadian delegation, in the opening debate in the assembly.

By Mr. Marquis:

Q. What page?—A. Page 121. In that statement Mr. St. Laurent pointed out that—

"We are all"—

meaning all members of the United Nations—

—concerned over the mounting cost of participation in international organizations. . . . All of us are willing to bear our fair share of the necessary expenditures and all of us are ready to recognize that these expenditures are small as compared to the cost of war. On the other hand, this assembly must be able to satisfy public opinion throughout the world that the finances of the Organization are being employed in the best interests of the United Nations. . . . and that the budgetary and financial administration of the United Nations is beyond reproach.

The Canadian representatives on the committee concerned with the finances of the Organization stressed that statement which Mr. St. Laurent had made, and, as an indication of the interest of the Canadian delegation in the question, you will have noted that the Canadian Auditor General was elected as one of the three members of the Board of Auditors of the United Nations. That reference is on page 130 of the report.

These auditors are instructed to bring to the attention of the assembly wasteful or improper expenditure of United Nations money or stores, expenditures likely to commit the United Nations to further outlay on a large scale, any defect in the general system or detailed regulations governing the control of receipts and expenditures or of stores and expenditures. The full text of the resolution on the appointment of the auditors is given at pages 262 to 265.

Mr. GRAYDON: It would seem that our contribution is a little more than half that of Soviet Russia whose population is fifteen times the population of Canada.

Mr. HACKETT: That holds for everything. When we were assessed all the way along the line we paid a proportion that seems to be out of line with our population. It seems to depend entirely upon our will to pay.

Mr. COLDWELL: As a matter of fact, that is quite true. I think compared with Soviet Russia and some other countries we are out of line.

Mr. HACKETT: With everybody.

Mr. COLDWELL: As I remember it our position was worked out in comparison with the contribution of the United States. This is our relative position in regard to the United States in population.

Mr. HACKETT: We had very little to do with the determination of our relative position. We seem to have been assessed.

Mr. COLDWELL: Mr. Reid can probably tell you that there was quite an argument in the delegation over this appropriation.

By Mr. Marquis:

Q. I should like to know how our contribution compares with that of the United States?—A. The list of the seven largest contributors is given on page 127, and the list of all contributors on pages 259 and 260. The United States' contribution for 1947 is 39·89 per cent.

Mr. GRAYDON: Roughly 40 per cent.

The WITNESS: Ours is 3·2 per cent.

Mr. MACINNIS: Our contribution bears its normal relation to the contribution of the United States. They have about ten or twelve times the population.

Mr. GRAYDON: Either Soviet Russia is a great, powerful country or else it is not. If it is a great, powerful country it seems to me it should pay a little more than just a trifle over twice what Canada pays.

Mr. COLDWELL: An argument that was a determining factor was the devastation of a lot of these countries in war. That was taken into consideration.

Mr. HACKETT: I think that should be taken into consideration. I do not think that a mere computation of population should be the sole determining factor.

Mr. COLDWELL: We did not think so either.

Mr. HACKETT: The dominating position of the United States, shall I say, places it in a position of appalling significance which exceeds ours by more than the disparity of the contribution.

Mr. COLDWELL: If you look at page 126 you will see what was actually recommended by the committee. It was first suggested that the United States pay 49·89 per cent which would have brought everybody else down. There was a great deal of criticism of that figure in the United States, and it was decided that from the point of view of American support it was better to keep it under 40 per cent. It is pretty close to 40 per cent.

Mr. MARQUIS: Is that assessment changed every year? I see on page 259 that for 1946 Canada was assessed for 3·35 per cent and in 1947 for 3·20 per cent. We do not know what the next step will be. We do not know if our assessment is to be decreased.

Mr. HACKETT: Did the United States pay just under 50 per cent for one year?

Mr. COLDWELL: Pardon?

Mr. HACKETT: The United States was assessed just under 50 per cent. Did it pay that for one year?

Mr. COLDWELL: No, not to my knowledge.

Mr. GRAYDON: Is that the preliminary assessment?

Mr. COLDWELL: That was the preliminary assessment.

Mr. FRASER: Other nations are down, too. India is down from 4.09 to 3.95.

The WITNESS: I think the main explanation of that slight reduction from 1946 to 1947 is that in 1947 there are more members of the United Nations than there were in 1946. In answer to Mr. Marquis' question—

By Mr. Hackett:

Q. Before you go on, has that any significance? Was there anybody who could pay who came in in 1946 and was not there in 1945?—A. Yes. Sweden has been given—

Q. Less than 1 per cent?—A. No, 2.35 per cent. The expert committee on contributions has been instructed to present a report to the next session of the assembly on a new scale for the year 1948. You will see that the committee on contributions which was appointed in London in February was given specific instructions on the criteria which should be taken into account in preparing its recommendations. The main criterion was capacity to pay, taking into account comparative estimates of national income and income per head, the temporary dislocation of national economies arising out of the war, and the ability of Members to secure foreign currency.

Mr. KNOWLES: China and India are examples of countries of much greater population than the Soviet Union which pay in the same year less than the Soviet Union. That is an indication that other considerations than population enter into the matter.

Mr. GRAYDON: I see a great disparity between the figures of the United Kingdom, 11.48 per cent, and Soviet Russia, 6.34 per cent. If the factor of devastation enters into the matter then it cannot be said that the United Kingdom is in a beautiful financial position to pay 11.48 per cent as opposed to Soviet Russia's 6.34 per cent. I think it ought to be reviewed and re-examined because there is enough of Soviet Russia undamaged surely to make it fair that they should pay at least as much as the United Kingdom.

Mr. HACKETT: Do you not think at that time everybody was trying to do everything they could to get Russia to do something substantial and were easing off a little bit on the pay? They were going to put honey in their cookie.

Mr. GRAYDON: The cookie does not seem to be honeyed much.

Mr. LEGER: The cookie turned sour.

The WITNESS: I think it is also worth noting there are two Soviet Republics which are members of the United Nations in their own right, and which are also assessed in their own right.

Mr. HACKETT: It is very small.

Mr. MARQUIS: It is not 1 per cent.

The WITNESS: It adds up to 1 per cent.

Mr. GRAYDON: Does that not fortify the argument? Perhaps the reason why the contribution of the Ukraine was so low was because of devastation because the main devastation was in the Ukraine, but in Soviet Russia, where the figure is 6.34 per cent, there was nothing like the same devastation.

Mr. JAUQUES: Should that not be counted in with Russia's contributions?

Mr. HACKETT: It is not.

Mr. JAUQUES: It should be.

Mr. GRAYDON: It still leaves it very inequitable and unjust.

The WITNESS: The members of the committee may have noted in the concluding paragraph on page 128 of the section on scales of contributions that attention is drawn to the desirability of the Committee on Contributions taking into account factors in addition to the factors they have previously taken into account. There is a reference to the wisdom of establishing a floor on contributions more in consonance with the dignity of membership in the United Nations than the present floor of 1/25th of 1 per cent. The report goes on to suggest that Committee might also usefully take into account not only national income and per capita income, but also such items as national expenditures on armaments and the net expenses of the maintenance of diplomatic services. I think the report makes it clear that we are not entirely happy over the present scales of contributions.

Mr. FRASER: If the Security Council cut down their expenses on their army set-up will that not make a difference? Was there not something in the paper that they were cutting down their former estimates?

Mr. COLDWELL: Is there an estimate for that? There is not an estimate for that at the moment because there is no military arm to the Security Council. The idea Mr. Reid is conveying is that the contributions of the nations should also take into consideration the amount they spend themselves on armaments and on diplomatic representation. One of the points raised by our delegation was that some of the smaller countries, which were not spending a great deal on the United Nations, were spending a great deal on diplomatic representation in various countries. Some of the smaller South American countries are much more lavish than we are in our arrangements for embassies, legations, and so on.

Mr. GRAYDON: I think this committee should make some kind of recommendation which would be a guide to our representatives in the international field that if a so-called great power is going to parade as a great power, and use the veto as a great power, and take certain steps in world affairs as a great power, as she is doing, then that nation which parades herself as a great power ought to be prepared to share the expenses with other great powers.

Mr. HACKETT: That means you think Russia should pay more.

Mr. GRAYDON: Hear, hear. Otherwise she should admit she is not the great power she parades herself to be. She cannot have her cake and eat it both.

Mr. JAUQUES: Would that not strengthen Russia's hand? It seems to me her hand is against everybody else. If you said to her, "you pay your shot", that would enable her to act in the way she has been acting.

Mr. GRAYDON: I think she has used every qualification now. I do not think you could add any more.

Mr. KNOWLES: During the war the western powers recognized that Russia did not have the economic resources to do all she might in the war without western help. There has been a lot of argument as to whether they appreciated it and recognized the help that was given but, at any rate, we know there was a great deal of lease-lend and mutual aid which went to the Soviet Union simply because they did not have the kind of industrial set-up or economic resources that we have in the western world. It does not take much of a look at the Soviet Union today to realize that is still the case. Mr. Graydon's point about the way they have paraded may be well taken, but when you get down to actual dollars and cents economic resources there is quite a difference.

Mr. HACKETT: Have we anything to go on, Mr. Knowles? I think we are taking their assertion as creating a presumption. The rest of us have had to show what we have got. It has been accessible to the world. We have nothing from them that appears in documents anywhere to establish what their capacity is.

Mr. COLDWELL: I think the various ministers' conferences have recognized some validity in Russia's argument that she is short of machines and other resources, and that she has some case in asking for immediate reparations from Germany on those grounds. The opposition there, of course, is because of the fact that if Russia got reparations from Germany at the present moment the United States and Great Britain would, in reality, be paying the reparations. However, there is a recognition she is short of everything, although I do not think that excuses the position she takes in these international affairs. I am not saying it does. I feel she should make a greater contribution.

Mr. GRAYDON: On the matter of reparations what the United States and Great Britain are afraid of is that when reparations go east to Russia they go out the back door to Russia and they come in the front door from the United States and Great Britain so that they might just as well be paid by the United States and Great Britain to Russia.

Mr. COLDWELL: If reparations are allowed. They are not being allowed by the foreign ministers' conference, which I think is quite right.

Mr. HACKETT: Would Mr. Reid or Mr. Coldwell, whichever one has the information, say if the body which was allocating the cost had any means of assessing Russia's capacity to pay which was anything like on a parity with their opportunity for assessing Great Britain or Canada?

Mr. COLDWELL: Mr. Reid had better answer that. Mr. Bracken was on this committee. I was not.

The WITNESS: Mr. Bracken was on that committee. The expert Committee on Contributions did find naturally much more difficulty in securing a reliable assessment of national income and per capita income for the Soviet Union than for such countries as the United States, the United Kingdom or Canada, and that while the estimates they had were all guesses to some extent there was much more guess work in the case of the Soviet Union. I think it might be worth setting out that it is generally recognized that the present scale of allocation is a temporary scale, some of the peculiarities of which result from the fact that normal post-war economic relations have not yet been restored. Certainly the United States, which urged very strongly at the beginning that it should not contribute more than one-third of the total cost, was willing to agree to pay roughly 40 per cent of the total cost because they recognized that normal post-war economic relations had not yet been restored.

By Mr. Low:

Q. Did they not recognize that perhaps some inducement would have to be held out to Russia to make her a member in the first place and keep her a member of the United Nations in the second place? I suppose that was considered at the time?—A. I would doubt whether that particular consideration was very much in the minds of people in drawing up this scale of assessment. After all the amount in dollars is not very considerable compared with—

Mr. JAUQUES: What is the total for Canada?

Mr. KIDD: Canada's assessment last year was 3.25. What was that in dollars and cents?

Mr. MACINNIS: \$648,000.

Mr. HACKETT: What is the million and a half at the bottom?

Mr. JAENICKE: That is the total for the two years.

By Mr. Jaenicke:

Q. According to page 125 this committee of experts consisted of ten persons. Were there any Canadians on that committee of experts? Did we have a

representative on that committee of experts?—A. No, we did not have a representative on the Committee of Contributions. The names of the present members of that committee are given on page 132.

Q. The committee of experts?—A. The committee of experts on contributions. Of course, the whole question was referred to the budgetary committee of the assembly in New York, and on that we were represented, and we were also represented on a subcommittee to which the problem was referred by the full committee.

By Mr. Hackett:

Q. I should like to ask one question. Who was our representative on the budgetary committee?—A. The complete list of all our representatives on the budgetary committee is given at the top of page 286.

Q. I will get it myself.—A. Mr. St. Laurent, Mr. Bracken, Mr. McIlraith, Mr. Mackenzie, the Deputy Minister of Trade and Commerce, and Mr. Keenleyside, who was then our ambassador to Mexico.

Q. Those are the names but who was the actual man who knew the figures? There must have been somebody. None of these men would call himself an expert on international finance. There must have been somebody from your department who was actually familiar with the bookkeeping.

Mr. COLDWELL: You means the advisers?

Mr. MARQUIS: The officials of the department.

The WITNESS: Mr. Armstrong, who is on the Treasury Board side of the Department of Finance, and Mr. Pollock, who is a member of the Department of Finance specially concerned with the problem of contributions to international organizations.

Mr. MACINNIS: As the scale of contributions from the members of the United Nations is only preliminary at the present time, is only an interim scale, and as the expert committee on contributions, as indicated at the bottom of page 127, was instructed to review the scale and present a report to the second session of the Assembly in 1947, it might be in order for this committee to make a suggestion to the Department of External Affairs, but in view of the fact we are interested in strengthening the United Nations at the moment I do not think the suggestion should be on matters that are not particularly fundamental at this time. If the committee decides to make a recommendation I think that is quite in order, but we should be careful that there is not any implied criticism in the recommendation we make.

Mr. COLDWELL: I do not think it is out of place to say that this budget occupied a great deal of time of the delegation, and that we were no more satisfied with the allotments than the committee is. Our representatives on that committee—although I was not on it myself—put up quite a long argument. I remember the last day or two before the budget was finally adopted Mr. Armstrong was there all the time and took quite a part in the budgetary discussion presenting our views. We did not consider the arrangement satisfactory.

The CHAIRMAN: I would suggest that you leave the subject of that recommendation to the steering committee, if that is satisfactory.

Mr. HACKETT: I think there is wisdom in what Mr. MacInnis and his leader have said. After all this is a secondary issue, but I have a feeling that because of our propinquity to the United States we are considered as being a people with great resources and great wealth. The mere fact that we have contributed to Great Britain during the period of the war an amount which exceeded substantially our total national debt before the war gives the impression that we are not only rich but lavish. We cannot forget that our people here are taxed as few people in the world are taxed. I think it behooves us to keep our

credit and to keep our good name. If our dollar continues to drop in the markets of the world, our credit is going to be questioned. It behooves us to exercise some power, some discretion in keeping our credit. We should not contribute more than our share. I think this is a secondary question, but if we lose our credit our efficacy as an agency for good or for any other kind of agency is going to be seriously impaired.

Mr. MARQUIS: I think we should keep our credit and contribute a little less while the U.S.S.R. should contribute more. If you compare the population of 200,000,000 in Russia with that of Canada—we have resources, but the U.S.S.R. also has resources and has the population as well. It is easier for the U.S.S.R. to produce with such a population than it is for Canada with her population.

Mr. JAMES: Mr. Chairman, I think there is another form of credit which is more important than the financial side and that is moral credit. As a small nation, we have no real financial power, but we could have, should have and I hope we do have a moral power. If we continue to use expedients and to be led by the nose, then we shall not have any complaint. I think we have already gone farther than we should have gone on that road. With regard to the small nations, such as ourselves, we have allowed many things to pass, not only have we allowed that, perhaps we could not do anything physical about it, but we have not even made a protest about it. I think that is far more important than any mythical financial credit.

For instance, behind the iron curtain, we allow people to be subdued. Anyone who happens to differ politically with the ruling power, which has no business in the country, has been executed and we allow that without protest. These people are called traitors, but no one takes the trouble to find out whether they are or not. I do not think, by such action, we are going to improve our moral credit very much in the eyes of the world.

Mr. GRAYDON: If the budget debate is finished, I should like to ask another question, but I do not want to ask it until that debate has been concluded.

Mr. KNOWLES: Before it is concluded, Mr. Chairman, I think if we are going to make a comparison, we should go all the way through. Canada's population is about twelve million. What is the population of Belgium? It is about eight million, I think. Canada's percentage in 1947 is 3.20 and Belgium's percentage is 1.35.

Mr. FRASER: Belgium has not got the resources.

Mr. KNOWLES: Yes, but let us not make a comparison with only one country and make out we alone are being led around by the nose.

Mr. GRAYDON: Belgium does not maintain, at great expense, a huge standing army, the numbers of which no other nation of the world seems to have any definite information. I think if a big power wants some amelioration or some adjustment of its account with the United Nations, then it ought to give some information and allow some inspection or facilities by means of which we would know how much is being spent on a huge standing army in that country. Belgium is in an entirely different position because Belgium has not anything of that kind.

Mr. COLDWELL: There was insistence on inspection of armies at the UN and finally it was agreed it would be allowed.

Mr. MARQUIS: Perhaps it would be proper to refer to page 260 of the report which shows there are only five countries, including Russia and the satellites of Russia which contribute to that organization. The total amount of their contribution is 8.72 per cent. There are many countries which do not contribute, but I am referring to Lebanon, Poland, the Ukrainian S.S.R., the USSR and Jugoslavia. Those are the only countries which contribute. The

other countries which are satellites of Russia and which have their influence in the present difficulties are not contributing. If you take all the countries which are related to Russia and which are influenced by Russia, the whole contribution of those countries amounts to 8.72 per cent. This is a big difference when compared to our country.

Mr. COLDWELL: If you glance through the list, you will find that all the countries which were devastated are practically relieved of any substantial contribution. On the other hand, look at Sweden, for example. What is the population of Sweden?

Mr. HACKETT: I think it is between nine and ten millions.

Mr. COLDWELL: I think it is much less.

Mr. HACKETT: Sweden is in an unusual position. Sweden traded with both sides all during the war.

Mr. COLDWELL: Sweden's contribution of 2.35 per cent indicates very clearly the basis on which other contributions were made.

The CHAIRMAN: On that question, I may make a personal statement. We must always bear in mind the experience we gathered from 1919 to 1929 which showed us some of the European nations had a policy of having guns and no butter. This would have to be watched by the House of Commons and even by this committee here. We must realize that the governments of some nations seem to prefer guns rather than butter and bread. This is something Canada must consider and about which she must be very careful.

Mr. MARQUIS: I referred to that because many of those countries have no means of voting to influence the decisions at the meetings of the United Nations. I believe a powerful country such as the USSR should pay more. If Russia uses the influence of the satellite countries, she should pay for them. It was this point I wanted to make.

Mr. GRAYDON: There is another point which arises, too. It ties in with this question of the budget. It concerns our position with respect to the present set-up of the Security Council. This report, Mr. Reid, does not mention the Security Council at all except indirectly. I think another year the Department of External Affairs should have a section in its report dealing with the Security Council, whether we are on the Security Council or whether we are not.

The Security Council's deliberations may conceivably more vitally affect us than the deliberations of any of the organs whose deliberations are reported in this document. You cannot separate the Security Council's deliberations from those of the Assembly very well. One good example of that is now arising in connection with the question of the military staff committee's decisions with respect to the raising of an international police force.

Now, here is what we find. We are not on the Security Council although we are rated as the seventh most capable nation financially, apparently. However, so far, we have not had a voice on the Security Council. This may not be Canada's fault, but whosoever is at fault, I think a nation which paid a little more than half of one of the major power's contribution to the United Nations, ought to have a little more voice as to what is happening within the United Nations itself. Whether we are on the Security Council or not, certainly we should have a right, by virtue of our contribution alone, to have some voice in the military staff committee's decision. I say this because article 47 of the United Nations charter reads as follows:—

The Military Staff Committee shall consist of the Chiefs of staff of the permanent members of the Security Council—that is the great powers—or their representatives. Any member of the United Nations not

permanently represented on the committee shall be invited by the committee to be associated with it when the efficient discharge of the committee's responsibilities requires the participation of that member in its work.

My contention is this; we are allowed to contribute heavily financially, but are not allowed to have a comparable voice on a point which I believe affects every person in Canada.

Mr. COLDWELL: May I interrupt you to ask what your interpretation would be of those words, "efficient discharge of its responsibilities"?

Mr. GRAYDON: I would say that the question of whether or not the great powers should be a subject for the international police force's attention when aggression is contemplated or threat of war comes, would be a very important point from the standpoint of Canada.

Mr. COLDWELL: Would the efficient discharge of its duties not mean, in the event of a decision being taken, the duty of the Security Council then is to take some action, assume some responsibility.

Mr. GRAYDON: I think that is covered in another part of the charter.

Mr. COLDWELL: Is that not also an interpretation of that part? I am not sure about it.

Mr. GRAYDON: Perhaps we might be at variance as to what the interpretation is, but certainly there seems to be no reason why a country which has contributed as Canada has and is regarded, by virtue of that contribution, as one of the greater middle powers, should not have been invited to have some voice in the military staff committee's deliberations in connection with the whole matter which is being reported next Wednesday to the Security Council. It should not have gone that far.

I am not so sure but what our own representatives from Canada have not been remiss in that when they knew this matter was to be discussed, they did not ask for an opportunity to be heard. I think they ought to have asked for a voice in the discussion of what this military staff committee is going to do.

This is a matter upon which I do not know whether Mr. Reid feels competent to voice an opinion or not, but I should like this committee to have some information from someone as to whether or not the veto power, carried to its logical conclusion, means that the international police force is useless when any great power is involved as the aggressor.

Mr. COLDWELL: Was not that the argument at San Francisco, that if one of the big powers did do something to disturb the peace of the world you had world war III anyhow. I disagreed with that.

Mr. GRAYDON: This means much more than that. This means the international police force becomes a puerile and futile thing.

Mr. COLDWELL: In the event of a big power overstepping the mark, and it was for that reason many of us objected to the veto at San Francisco.

Mr. BOUCHER: In connection with this budget, I wonder if Mr. Reid could give us an estimate as to how long that apportionment is expected to exist. My reason for asking that is that I believe the basis of the budgetary apportionment to-day may be very different from the basis in two or three years' time. We are only setting up the United Nations, we are only setting up an international police force and we are only setting up a budgetary apportionment in view of existing conditions, bearing in mind that some nations, throughout their whole economic fibre have been devastated by war but may be rehabilitated at an early date. Other nations have a capacity to-day which may not be commensurate with their capacity in a few years' time. The scheme of things is to get into the United Nations the moral support of as many nations as possible,

rather than a proper and just economic or financial adjustment. I should like to know from Mr. Reid if there is any provision made for an annual or semi-annual reapportionment of the budgetary contribution.

The WITNESS: Mr. Chairman, the expert committee on contributions will make a new recommendation next September for a new allocation of expenses. According to the rules of procedure of the Assembly, an allocation is to be good for three years, but, for the present, it was thought advisable, in view of the very tentative nature of the allocation, to agree to have a new allocation made at the very next session. This will presumably be made for three years.

Mr. BOUCHER: That was my point, Mr. Reid. That being the case, should we not take that into consideration in making any recommendation? Should we not bear that in mind before we decide to say what Canada should do or what Canada should have? That being the case, and in view of what Mr. Graydon has said, with which I agree, that Canada is not a member of the Security Council and Canada is contributing very strong moral and financial support which I believe is out of line with future capacity to pay, I think we, as a committee, could probably best make a recommendation as to what we think we should do the next time, rather than on existing conditions, how we should expend our influence and our efforts to control the United Nations organization.

Mr. JAMES: I think Mr. Graydon started a very interesting discussion. I should like to see it continue. Personally, I do not think the value of our contribution will be measured in dollars and cents. After all, it is a moral question. I should like to see a little discussion take place on the question raised by Mr. Graydon.

The CHAIRMAN: I believe discussion is very constructive, but I believe questions would be more in order now since we have Mr. Reid here.

Mr. KNOWLES: It seems to me Mr. Reid or Mr. Riddell should answer, if they can, Mr. Graydon's question about Canada watching more closely, through a person on the spot, the Security Council and the military staff committee, and the inclusion in the report of the Department of External Affairs reasonably complete information. I am afraid I cannot go along with Mr. Graydon when he suggests that, even when we were not elected to the Security Council, by virtue of our contribution, we should be called in to take part in the deliberations.

Now, if he bases that conclusion on the charter which he read, of course, that calls for study as to how that part is to be interpreted, but I think the committee should think of the implications of the principle Mr. Graydon was laying down. If you accept that, and the democratic election of the Security Council is to be overridden in the case of powers which make a proportionately large contribution, carry that to its logical conclusion and the powers which pay the most will call the whole tune.

What we are trying to establish in the United Nations is a principle that all powers, great and small, have an equal voice. It creates difficulty when a little power such as Guatemala or Cuba has as much say as the United States or the United Kingdom, but I would think it rather serious to carry Mr. Graydon's suggestion to its logical conclusion.

Mr. GRAYDON: May I say one thing? I think Mr. Knowles has, unwittingly, put a different interpretation on my remarks than I intended with respect to the reasons for our being called into the military staff committee. I based my reasons upon the charter, according to my interpretation of the charter. I buttressed my argument by the fact that I thought, by virtue of our contribution—

Mr. KNOWLES: I think that weakens it.

Mr. GRAYDON: That may be so, but that may be where we disagree once more. I think I should, perhaps, give this subject further thought. Our contribution, being a little more than half of that of Soviet Russia, may be taken,

perhaps, to indicate the power and capacity of Canada to provide armed forces for some of these international police forces. If that is to be the basis on which we are to contribute, it seems to me we have to stop, look and listen with respect to our position on the budget set up by the United Nations.

I did not base my reasons for being called in on the military staff committee on anything more than the bald assertion in article 47 which I interpreted as giving us the right to sit in on that military staff committee when it is considering some question which affects us with respect to the international police force. Now, that may be based upon a misinterpretation, but certainly I think the public of Canada was stunned by the news report which came to us last week that the international police force was just to be a sort of truant officer for the little children of the world. We did not think that at San Francisco, at London or anywhere else. We thought the Security Council and the international police force would be something worth while. It would be able to stop aggression wherever aggression was found. We did not think we would be called upon to hear a report which would be as puerile and as futile as this report would seem to be.

Mr. COLDWELL: Was that not just a newspaper guess; it was not an official report?

Mr. GRAYDON: According to the newspaper this morning, it was more or less confirmed. I think the report, when it comes out, will be along that line.

Mr. COLDWELL: So far as the military staff committee is concerned, I do not want to enter into a discussion, but my conception of the point at San Francisco was rather this, that the contribution Canada might be called upon to make might not be in the field of armed forces. We might have to provide transportation facilities for troops across the country or contribute economically. A nation's ability to assist would be determined by the nature of the country, its economic position and its geographical situation and not necessarily on its ability to contribute troops.

Mr. GRAYDON: Then, if that were the case, it poses a real problem for this country with respect to how far the relationship on the basis of the budget goes. If we are to have to contribute on an economic basis and we are going to have to contribute a little more than half of what Soviet Russia contributes, a so-called great power, then we are leaving ourselves in a rather serious position.

Mr. COLDWELL: I do not think the budget is the basis upon which it should be judged. I think Mr. Reid should answer this question.

The WITNESS: There are two or three questions raised by Mr. Graydon, the first of which is whether it would not be advisable to have a section in the report dealing with the work of the Security Council. This report is a report on the work of the second part of the first session of the Assembly. Therefore, it does not deal with the matters discussed by the Security Council except in so far as it was necessary to deal with them in order to explain the background of discussion in the Assembly. It does, for example, deal with the exercise of the veto in the Security Council; it deals with the discussion in the Security Council on the admission of new members and it deals with the discussion in the Security Council on relations with Spain. However, it does not cover the whole field of the work of the Security Council.

Speaking for myself only, I think there is a good deal to be said for Mr. Graydon's suggestion. This would mean, however, a different type of report. It would be a report on the whole of the work of the United Nations with, I assume, special reference to the problems with which Canadian delegations had to contend. I think we might well take that suggestion into account.

The second question raised by Mr. Graydon is a good deal more difficult. In the first place, as Mr. Coldwell has said, we have no official knowledge as yet of the conclusions reached by the military staff committee. The military staff committee has been meeting in secret session and its report has not been made available to us.

Secondly, I would doubt whether the clause in the charter, to which Mr. Graydon has drawn attention, is capable of the very broad interpretation he has given it. It says,

Any Member of the United Nations not permanently represented on the [Military Staff] Committee shall be invited by the Committee to be associated with it when the efficient discharge of the committee's responsibilities requires the participation of that Member in its work.

Now, I am not an expert on the work of the Military Staff Committee but, for the present, I think it has been given instructions by the Security Council to work out the general principles which should govern the conclusion of the special military agreements. It would seem to me reasonable to assume that the problem of working out the special agreement should be approached by first working the agreements with the great powers. The agreements with the great powers having been worked out, it would then be easier to work out agreements with the other Members of the United Nations. Presumably, when they come to the question of drafting an agreement with Canada, then we will be asked to participate. Presumably also, we will be asked to participate in any discussion of the possible use of Canadian forces against an aggressor.

We are now in a position to maintain contact with the work of the Security Council and with other aspects of the work of the United Nations. We have our permanent delegation in New York to the Atomic Energy Commission and we are also able to send people down to New York on occasion. We have, for example, been represented at discussions in the Security Council on atomic energy matters by General MacNaughton and by Mr. Ignatieff. We have been represented by Mr. Riddell on the Security Council, when the Council was recently discussing the trust agreement proposed by the United States for the former Japanese mandated islands.

On the general question which Mr. Graydon has raised as to the newspaper reports of the conclusions of the military staff committee, even if those reports turn out to be correct, I do not think they would necessarily come as a surprise to us. If you will look up the discussion in our report on San Francisco, pages 35 and 36, concerning enforcement action, you will find that we drew particular attention to the fact that the provisions of the charter of the United Nations for the use of force against a peace breaking state have to be read along with the chapter on voting procedure in the Security Council. Under that chapter on voting procedure, any one of the five great powers can veto the application of enforcement arrangements. We go on to say this;

Thus, the Organization could not in practice use force against a Great Power or indeed against any other state if one of the Great Powers exercised its veto. The peace enforcement proposals were limited, not only by the Yalta voting formula [which was incorporated in the charter], but also by the Dumbarton Oaks Proposals on transitional arrangements. It was apparent from these Proposals that the Organization's enforcement powers were not to be used against enemy states.

We went on to say in the report on San Francisco, The actual use of force under the Dumbarton Oaks Proposals was thus a remote contingency since the mere willingness of all the Great Powers to use force would ordinarily be sufficient to bring any conceivable combination of middle and small powers to heel." I think, therefore, that we have frankly faced from the beginning this difficulty in the United Nations about the enforcement of sanctions.

Mr. GRAYDON: May I ask you one other question, Mr. Reid? Is it your opinion that the veto applies to economic sanctions and article 41 as well as it does to article 47?

The WITNESS: Yes, it applies to the whole of that chapter.

Mr. GRAYDON: In plain, ordinary street language, does that not mean this, if you are an aggressor and you want to make sure nothing is going to happen upon your taking aggressive action, all you have to do is make friends with one of the big five. From then on, nothing happens to you. I think that is the result of the whole thing. I am wondering, if you carry this thing to its final conclusion when, and under what strange circumstances, will the international police force ever be called?

Mr. COLDWELL: I think that is why there is so much opposition among the small and middle powers to the veto. I think that was quite evident at Lake Success during last autumn.

Mr. GRAYDON: I think if every little power has big friends, then the whole of the international police force goes out the window. Now, talking about putting any real teeth in what we thought was a strong Security Council, is just talking nonsense because if it is a question of sanctions—

Mr. COLDWELL: You were at San Francisco and you remember how reluctantly Canada approved of this particular part of the charter. We were very much disturbed over the whole thing.

Mr. GRAYDON: But the implications are worse than even I thought they were at San Francisco.

The WITNESS: I should like to read the passage in our report on the San Francisco Conference which follows the passages which I have just quoted. This passage was included in order to balance the discussion. The passage reads,

In spite of this, to dismiss the enforcement section of the Dumbarton Oaks Proposals as unimportant would have been unrealistic and superficial. In course of time the Organization would assume responsibility for preventing renewed acts of aggression by the ex-enemy states. Moreover, the charter to be constructed on the basis of the Dumbarton Oaks Proposals was to be a beginning and not an end. It was to be the foundation of a new structure to create and preserve peace, not the whole vast completed edifice. If the Organization is to free the peoples of the world from the fear of war, it would eventually have to be given the right and the power to restrain any disturber of the world's peace.

I think that the passages which I have quoted from our San Francisco report make it clear that from the beginning we realized that an exaggerated importance was being given by many people to the sanctions provision of the charter and the Dumbarton Oaks Proposals which preceded it. They were important, not so much for what they, themselves, might lead to immediately, but as providing a basis on which we could build for the future. Nevertheless, even the forces which are available only for use against small states or middle states which are not being protected by great powers, even those factors are not to be dismissed as of no importance.

I think we can imagine instances where all the five great powers would find that their interests and the interests of the world would be served by the use of United Nations forces to police a territory. For example, if United Nations forces had been available some time ago for Trieste, they might have been useful.

The problem of sanctions and of the veto over sanctions is one of the most difficult problems with which we have to deal. That problem is discussed at great length in our report on the New York Assembly and in particular in the memorandum which the Canadian delegation to the Atomic Energy Commission circulated to the Atomic Energy Commission on December 19, which you will

find on pages 196 to 198 of the report. It seems to me we have to be realistic in this discussion of the veto over sanctions. A great power which vetoes the imposition of sanctions against itself does not escape, by the exercise of that legal right to veto from the possible consequences of its action.

Mr. HACKETT: We had an experience with that in Italy which required some reversal of policy, did we not

The WITNESS: Yes, but I do not know that the example of the imposition of sanctions against Italy is directly relevant to this problem.

Mr. HACKETT: Do not let me interfere with your statement.

The WITNESS: Under article 51 of the charter, every member of the United Nations has a right—I had better state it precisely,

Nothing in the present charter shall impair the inherent right of individual or collective self-defence if an armed attack occurs against a Member of the United Nations, until the Security Council has taken the measures necessary to maintain international peace and security.

This means that a member of the Security Council cannot protect himself from the consequences of wrong doing by the mere exercise of his veto. All he can protect himself against is the imposition of sanctions by the Security Council. His veto cannot protect him from punishment inflicted on him by his fellow Members of the United Nations.

Mr. GRAYDON: That would be something with which he would have to contend whether there were a United Nations organization or not.

Mr. COLDWELL: The only thing is that a discussion before the Security Council and the publicity given it would marshal public opinion and help the other nations take action; that is the safety valve.

Mr. FLEMING: But it is much less than the public expected.

Mr. COLDWELL: I never liked this at all but there it is.

Mr. JAKES: Who is to judge as to the rightness or wrongness of any action?

Mr. HACKETT: I think, Mr. Jaques, we know two people who are not to do it, and that is you and I.

Mr. JAKES: To do what?

Mr. HACKETT: To be the judge; I sympathize with what you say, but I cannot see how, with the organization which we have, anything less than the dominant military powers are going to be heard.

Mr. JAKES: Then, why not admit it? My point is this, in the final analysis it seems to me that the dominant control of this international set-up will be decided by those nations who are most able to wage war.

Mr. BOUCHER: If they are unanimous.

Mr. JAKES: The smaller nations are simply bound to come in for their own protection. They are bound to come in on the side of the nation most likely to be the winner. What option have they when experience has shown that moral questions are not considered? They have not been so far. Small nation after small nation has been allowed to be controlled against its own will, and the world has been misinformed through propagandea. Personally I am not disillusioned in the slightest. I can only wonder why so many people seem to be disillusioned and how they were illusioned in the first place.

Mr. KNOWLES: Is it not at least a slight improvement on the past in that any aggressor nation which went against the permanent members of the Security Council would have to face the prospect of united action by all the rest of the members of that council immediately? That was not the case in 1939.

Mr. GRAYDON: May I point this out to you? That might be all right, but the difficulty is if the military and staff committee decision and recommendation is what we think it is going to be then there would not be an international police force worth speaking of to enforce anything the Security Council has in mind. That is the point that bothers me. If you build a giant police force to which all nations, including the big powers, contribute then I should think what you say would be perfectly true, but if you only have a little truancy force for the little fellows in the world why the big boy will just laugh at that even if he is only contributing 6 per cent of the world's contribution to the body.

Mr. JAUQUES: Suppose you have this overwhelming police force. Who is going to control that? The Almighty? That is the only authority that I can recognize.

Mr. GRAYDON: It certainly is not going to be Canada.

Mr. COLDWELL: There is a good deal of force in the suggestion made lately that the big fellows should be disarmed and the little fellows should set up the police force.

Mr. GRAYDON: That is about as pious a hope as some of the things in the United Nations charter.

Mr. BOUCHER: My thought was running another way. I make this suggestion to you. What is the use of allocating contributions to an international police force where the economic contributions and the personnel contributions are various?

Mr. MACINNIS: I think this discussion seems to be the essence of futility. It would seem that we are discussing here whether the United Nations is an organization which we should continue to support. I do not think that is the question at issue here at the moment. As it is not the question at issue let us try to deal with matters on which we can exert some influence. I do not think we are prepared now to make a recommendation to the House of Commons on hardly any of these points that have been raised so why waste time discussing them? With the other nations of the world we are trying to build up an instrument that will create world peace. The question is not whether we can stop an aggressor with armed forces when aggression takes place, but that we prevent aggression from taking place through other means. We either have to say we have no faith in the United Nations at all, that it is useless, that Canada should withdraw from it, or we have to make the best of the situation which we and the world are in and use all our influence to create cooperation among nations.

Mr. GRAYDON: I have not heard anybody suggest such drastic changes in our position as are suggested by Mr. MacInnis. I do not see any reason why this committee cannot discuss the shortcomings of the United Nations organization. That is what we are trying to do in the hope that perhaps something may be done to improve the situation.

Mr. JAENICKE: Is that not the attitude you have taken at San Francisco and that has been taken by the Canadian delegation in other conferences of the United Nations? After all I would say from what the report indicates and what Mr. Reid has told us that we as Canadians are not satisfied with the situation. I think our delegations at the assemblies are following the trend of feeling that has been expressed here. I think our representation at the United Nations assemblies has been satisfactory.

By Mr. Graydon:

Q. May I ask Mr. Reid one other question? How many cases have been decided by the International Court of Justice up to the present time, and how many cases have come before it?—A. The answer to the first question is none.

The answer to the second question is that one case has been referred by the Security Council to the court, the United Kingdom dispute with Albania over the alleged laying of mines in the Corfu channel.

By Mr. Knowles:

Q. Was there not also a boundary dispute sent to them?—A. Something seems to have happened to the boundary dispute between the United Kingdom and Guatemala. I think it has not yet got to the court. I am not certain what is holding it up.

Mr. GRAYDON: I have a personal interest in the matter because I am hoping that Mr. Justice Reid will at least be able to give one decision in the International Court before his short term expires.

The CHAIRMAN: Following the remarks of Mr. MacInnis, if I may be allowed to say a word, I should like to say that I let the discussion go on because I think that Canada is in such a position that she can tell the world we do not practise selfishness. We go there with no axe to grind, and we should be in a position to tell even the big nations what the moral and political situation should be. That is why I thought the discussion was in order.

Mr. FRASER: After hearing all the discussion I feel that Canada should trust in the United Nations organization but at the same time keep her powder dry. I think that is about what we should do, keep ourselves well-armed.

Mr. JAKES: There is another reason for the disparity in strength. The Soviet Union, of course, speaks with one mind. There is no difference of opinion there because none is allowed. So you have an absolute 100 per cent strength and power behind it. In the very nature of things in democratic countries, countries where there is freedom of political thought, the nation is divided. When Canada is represented at these international gatherings I always ask myself, "Which Canada?" After all there are two or three political divisions.

The CHAIRMAN: I do not agree with that.

Mr. JAKES: And certainly they are carried into the international field. There is another thing, too. This may not be agreeable to the committee, but since it seems that right is right, or perhaps I should say might is right, I think it has been a mistake to allow the members of the British Commonwealth to be separated and not be able to speak with one voice. I believe it is a force for good. I believe it is the greatest force for good that is in the world today. I think it carries a lot of weight. It is easy enough to take the sticks apart and break them up one by one, but when they are bound together it is a different question. Part of the idea has been to separate them so that they can be dealt with separately. I think it has been very successful.

Mr. GRAYDON: There is another section in the report which is of great importance. That is the question of disarmament. I have no doubt that Mr. Reid is fairly conversant with this matter of disarmament. As it took up considerable time of the assembly perhaps we might have something from him in connection with it. I fancy that you cannot have disarmament on the one hand unless you have a strong United Nations on the other hand. It is impossible to invite a nation to disarm unless they have complete confidence that the United Nations Security Council is able to protect them. I should like to have some comments from Mr. Reid on that if he would care to do so.

Mr. HACKETT: It is a pretty big assignment.

Mr. GRAYDON: Oh yes, but he is a good man.

Mr. MACINNIS: That is the way to get a reply.

The WITNESS: In the opening statement by Mr. St. Laurent in the general debate in New York the Canadian delegation expressed its concern that the Security Council and the Military Staff Committee had so far failed to make

substantial progress towards the conclusion of the special agreements with individual Members which would make armed forces and other facilities available to the Security Council. We therefore urged that the Security Council and the Military Staff Committee go ahead with all possible speed in the work of negotiating these military agreements and of organizing economic and military sanctions. It appeared to us it would be in the interests of all members to see the Security Council equipped and ready to enforce decisions for the maintenance of peace and also to see serious consideration given to the reduction of national armaments.

Immediately following that speech Mr. Molotov of the Soviet delegation put before the assembly a resolution on disarmament. In our opinion that resolution proposed by the Soviet delegation did not go far enough. It was vague as to the methods of implementing the recommendation of the assembly that progress be made towards disarmament. It did not point the way to practical steps, and it was in certain respects ambiguous.

We therefore prepared within the delegation a counter-proposal which you will find in the report, and when the debate opened—

By Mr. Marquis:

Q. Which page, please?—A. The first draft of the counter-proposal we prepared is on page 169 of the report. The text of the proposal as actually presented is on the following page. I think it is relevant to the question which Mr. Graydon has raised that in the statement made by the Canadian representative in presenting that Canadian resolution on disarmament—you will find it on page 183—we stated:

We believe that the United Nations will make progress in disarmament only if all the Members of the United Nations agree to practical measures which will convince their peoples that their nation can be secure through reliance upon means other than large national armaments.

That is exactly what Mr. Graydon has said, and that is the position we took. We asked how this could be done.

First . . . by working towards a system of world security which will offer protection at least as effective to the Members of the United Nations as their own national forces. Secondly, by developing such international safeguards as will give assurance to any nation that does disarm that it will not be suddenly attacked and struck down by another nation that may have evaded or violated its promises to disarm.

The debate went on for a very long time in the assembly committee, in a subcommittee, and in a drafting committee of the subcommittee. Throughout that debate we endeavoured to put forward our point of view on this question with, I think, some considerable measure of success. The resolution as ultimately adopted by the assembly does accord with the general proposition which Mr. Graydon has put forward in his question this morning. You will find the resolution of the assembly on pages 173 to 175.

By Mr. Hackett:

Q. It was unanimous?—A. It was passed unanimously. For example, it linked up in paragraph 7 of the resolution the problem of security with that of disarmament, and it therefore recommends that the Security Council should accelerate the placing of armed forces at its disposal. It links up very definitely the whole question of safeguards by recommending the creation of an international system of control and inspection. The great advance in the assembly was that Mr. Molotov did agree to the establishment of an effective international system of control and inspection.

Q. Has it been implemented?—A. It is now being studied by the Security Council. Of course, it is going to be extremely difficult to work out practical measures of control and inspection, but that was one of the big advances made during the assembly. I do not know whether that answers the question.

Mr. GRAYDON: There is one other question I should like to raise. All the stress in the United Nations was laid upon armed aggression whereas the new type of warfare seems to be in the ideological field rather than in the military field. I am wondering whether the Canadian delegation has ever given any consideration to any move made in the United Nations general assembly whereby the world can be asked to disarm its ideological forces as well as those of its military.

Mr. HACKETT: In Japan before the war they carried on prosecutions against people for harbouring what, for lack of a better adjective, I shall call bad thoughts. There were prosecutions against people who entertained views that were contrary to what was considered public policy.

Mr. JAKES: You do not need to go as far as Japan. That is done right here.

Mr. KNOWLES: The power at the United Nations which has protested most of all against ideological propaganda is the Soviet Union. I am not saying that their case is necessarily sound, but they are the power that wants to restrict. If we take that line we are taking the same line they do.

The WITNESS: Discussion of the point that Mr. Graydon has raised may take place at the assembly when they discuss the draft declaration of the rights and duties of states.

By Mr. Knowles:

Q. What did you say?—A. The assembly had before it a draft declaration of the rights and duties of states which it referred to the committee on the codification of international law. I think that some of the provisions of that declaration bear on the point Mr. Graydon has in mind. For example, section 22 reads:

It is the duty of every state to ensure that, within its own territory no activities are organized for the purpose of fomenting civil strife within the territory of another state.

There are other provisions of a similar character. The draft declaration appears on pages 222 to 224. It has now been submitted to governments for their observations which are to be sent in before the first of June.

The CHAIRMAN: It is now nearly half past twelve. I do not suppose we are finished with the subject. As to next Tuesday the vice-chairman will take the responsibility of calling a meeting.

Mr. MACINNIS: I doubt very much that there will be a sufficient number of members available. We had better leave it until the chairman returns. Have the next meeting at the call of the chair.

The CHAIRMAN: At the call of the chair.

The committee adjourned at 12.30 p.m. to meet again at the call of the chair.

Canada - External Affairs, Minutes, 1947
(SESSION 1947)

(HOUSE OF COMMONS)

Government
Publications

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(STANDING COMMITTEE)

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(ON)

(EXTERNAL AFFAIRS)

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

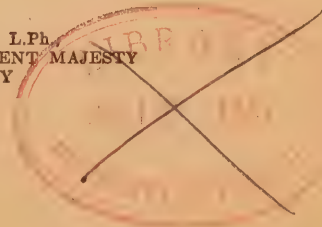
TUESDAY, MAY 6, 1947

References of the members of the Parliamentary Group to their visit to the
United Nations Organization at Flushing Meadow and Lake Success,
New York, (April 26 to May 1, 1947)

WITNESS:

Mr. Escott Reid, Chief of the Second Political Division, Department of
External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



ORDERS OF REFERENCE

WEDNESDAY, 30th April, 1947.

Nations
Ordered,—That the Constitution of the International Refugee Organization of the United States and Related Documents, tabled this day, be referred to the Standing Committee on External Affairs.

Attest.

ARTHUR BEAUCHESNE,
Clerk of the House.

MINUTES OF PROCEEDINGS

TUESDAY, May 6, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Beaudoin, Benidickson, Boucher, Bradette, Coldwell, Côté (*Matap.-Matane*), Fleming, Fraser, Hackett, Jackman, Jaenicke, Knowles, MacInnis, MacLean, Marquis, Pinard, Croll, Winkler.—(18).

In attendance: Mr. Escott Reid, Mr. John K. Starnes.

The Chairman reported briefly on the highlights of the visit made by a group of members of the Committee to the United Nations Organization at Flushing Meadows and Lake Success, N.Y. He voiced his appreciation for the courtesies extended to the parliamentarians by the officials of the United Nations Organization and by those of the Department of External Affairs in Ottawa as well as by the members of the official Canadian Delegation to the Special Session of the General Assembly of the U.N.O.

Messrs. Jaenicke, Beaudoin, Fraser, Croll, Benidickson, Pinard and Côté, who comprised, with Mr. Jaques, the visiting group, also gave their impressions.

It was agreed that letters be forwarded to the officials concerned extending the thanks of the parliamentary group.

The Clerk, who acted as secretary of the group to Lake Success, acknowledged the thanks of the members of the group and expressed his gratitude for the co-operation received throughout.

The Chairman read a new order of reference dated April 30, 1947, pertaining to the Constitution of the International Refugee Organization of the United States and related documents.

At 11.15 a.m. the Committee resumed its consideration of the report of the second part of the First Session of the General Assembly of the United Nations (Oct. 23-Dec. 15, 1946).

Mr. Escott Reid was recalled, questioned and retired.

The Committee agreed to meet General MacNaughton's request and to hear him on June 5 and 6 next, relating to the First Report of the United Nations Atomic Energy Commission to the Security Council (Dec. 31, 1946).

It was further agreed to begin taking evidence on Friday, May 9 on the Constitution of the International Refugee Organization of the United States copies of which will be forwarded to the members before the meeting.

Reference was made to the estimates of the Department of External Affairs.

At 11.45 a.m. the Committee adjourned until Friday, May 9, at 10.30 o'clock.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 6, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, I believe it would be fitting before we proceed with our work to say a few words about the visit that was made to the United Nations at Lake Success and Flushing. Personally in my remarks I wish only to express my sincerest thanks to Mr. Pearson and the officials under him, and also to Mr. Trygve Lie and his six deputy-secretaries for the fine welcome and the great attention they gave us during our stay there. The response we received was spontaneous. No doubt everyone who participated in the journey fully enjoyed the deliberations to which we listened. We found them very instructive, indeed.

I believe it would be in order for the committee to authorize us to extend to those officials by letter our appreciation and thanks for what they have done for us. I will now call on Mr. Jaenicke to give you some of his impressions.

Mr. JAENICKE: I do not know why I should be the first one to talk about my impressions of our visit to Lake Success and Flushing Meadows, but I might say that to me it was a great inspiration and help in following the proceedings of this committee. I am sure if those of our members who did not take the trip could have accompanied us they would have been inspired the same as I was. I do believe that the United Nations will finally be made to work.

We listened to the general assembly. We listened to the general committee, which is the main committee, in debate for one whole day and again another morning. I may say in spite of some of the differences it seemed to me that the debate was always on a high plane, that the arguments were couched in terms of tolerance and with a view to seeing the other fellow's viewpoint as well. I even thought that the Arabs were tolerant in their argument in connection with the Palestinian question. I do not know as to whether or not I should go to any extent into the issue that was before the steering committee. You know that Great Britain had proposed that the United Nations take over the Palestinian question. My opinion is that is where it belongs, that the Palestinian question is not merely Great Britain's baby but belongs to the United Nations.

They had proposed to the United Nations—and that is why the general assembly was called—that a commission be set up to study the Palestinian question, and that this commission should report to the regular meeting of the general assembly next September with recommendations, and that then the general assembly would deal with the Palestinian question. The Arabs proposed that they should go into this whole Palestinian question at this time. In their arguments they brought up some of the substantive matter pertaining to the Palestinian dispute which, by the way, appeared to be out of order, but anyway they were allowed to present their arguments. I refer to Egypt, Iraq, Lebanon and the countries in the middle east. There was no question of any other nation backing the Arabs in this matter.

The Russian delegate who spoke in Russian and who seemed to be very careful—it was Mr. Gromyko himself—corrected the English interpreter five or

six times to be sure he would not be misunderstood. His position was he supported the proposal of Great Britain to appoint a commission to report to the next general assembly, but he thought it might not hurt to hear the arguments on the substantive questions, that is, on the substance of the arguments of the Arabs, not that they would come to any conclusion, but they might then be in a better position to clarify the terms of reference to this commission. That was the Russian attitude. Yet when we saw the newspapers that night in New York the headlines as to the day's meeting said, "Reds back Arabs", which was absolutely untrue. I am very sorry that newspapers go to that length to misinterpret the proceedings of the United Nations. I might say if you go to the United Nations and mingle with some of the officials and delegates you will be, as I was, proud to be a Canadian. Canada stands at the top with the United Nations. I presume it is because we have no bone to pick with anyone. We are naturally a neighbourly and friendly people. We have shown what we can achieve in employing our natural resources during the war and I think we have been extremely generous to the world without being ostentatious. One delegate also told me that the strength and popularity of the Canadian delegation has been due to the fact our delegations to the United Nations General Assembly have been representatives of all parties, of all political shades of opinion in this dominion. This lends power to our voice because it emphasizes that our foreign policy is permanent.

I also believe our delegations have capitalized on their popularity. As the report shows we have been successful in effecting several compromises in the last General Assembly among the big powers. I think if our delegations to the United Nations will continue to work along that line, the United Nations will finally be a success.

I feel satisfied from watching the expressions and listening to the arguments in the general committee concerning the Palestinian question that this will be treated with tolerance. I fully believe the United Nations will find a solution to the Palestinian question, equitable and just to both the Jews and the Arabs.

I think, Mr. Chairman, that is about all I have to say. Perhaps some of the other members who made the trip will tell of the fine hospitality we had at the hands of the official secretary. In any event, I am talking about that part of the meeting which I attended, what I saw and heard which has inspired me, and I think has helped me greatly in taking part in the work of this committee. I thank you.

The CHAIRMAN: Thank you, Mr. Jaenicke. I now call upon Mr. Beaudoin and after that I will call upon Mr. Fraser. Mr. Jaques is unavoidably absent this morning. After these last two named gentlemen have spoken, any other members of the delegation who wish to say a few words will be free to do so.

Mr. BEAUDOIN: Mr. Chairman, as Mr. Jaenicke says, I am one of those who will talk about the hospitality which we have enjoyed during our trip. I wish, particularly, to thank all those Canadian born employees and officials of the United Nations who have taken care of us from the date we arrived until our departure. They have facilitated our task. They introduced us to the assistant secretaries general, and all the officials and delegates of the many other nations who were there attending several meetings. I think we owe them a debt of gratitude because without them, I am afraid we would have been lost in this large organization, part of which is at Flushing Meadow and the other part at Lake Success.

Without any hesitation, I wish to say this visit was certainly something which was useful to anyone who wants to follow the movements of external affairs. I feel sorry that many of you could not be with us on this visit. All those who were on the trip will agree that we will certainly be now in a better position to deal with the different questions which come before us, especially

in so far as they pertain to the vast organization which is the U.N.O., and I think, we will be in a better position to follow the discussions here. I think we will save time in the questions which we put, due to what we have learned on the premises.

We have met a lot of the people who are connected with this gigantic task of building peace. We have seen the conditions under which they work. I think we ought to be very grateful to Mr. Pearson and Mr. Trygve Lie who gave us the opportunity of sitting side by side with the assistant secretaries general. I was very glad, myself, to be able to attend this magnificent luncheon which was offered to us by Mr. Lie, to have on my left Mr. Pelt and on my right Mr. Sobolev. I also had an opportunity of discussing several points in which I was interested greatly with the official delegate of France, Mr. Parodi. I also had discussions with the other delegates who were there from the different nations.

It was a unique opportunity and I, for one, was very happy to be there and to take advantage of that opportunity. I also wish to thank our secretary, Mr. Plouffe, who has been of very great help to us throughout the proceedings. Of course, I want to say this, that the head of our delegation, Mr. Bradette, as usual, did things magnificently.

At the banquet offered to us presided over by Mr. Trygve Lie, when Mr. Bradette was called upon to express the thanks of our delegation, he hit just the right note. I do wish every word he said there could be reported verbatim in the proceedings of this committee. Those words were worthy of it. Gentlemen, those are my sentiments. I do hope that delegations of this kind will be organized again. So far as I am concerned, whether parliament grants us our expenses or not, if it is the wish of the committee to organize other delegations of that kind, I will be a member of the delegation.

The CHAIRMAN: Thank you, Mr. Beaudoin. I will call on Mr. Fraser.

Mr. FRASER: Mr. Chairman, I think the other gentlemen have covered the situation very well. First of all I wish to thank you on behalf of Mrs. Fraser and myself for the courtesies you showed us and the manner in which you helped us out in New York. I also wish to couple with that an expression of thanks to our very capable and able clerk, Mr. Plouffe, because he certainly managed to get us into everything and we did not have a hitch throughout the whole proceedings. I think, Mr. Chairman, that if members of the committee go down there again it should not be for just a few days. We were not there long enough. If we go down again we should be able to stay longer, because during the few hours we were there it was perhaps a case of hit-or-miss; you get it and then you lose it again. I feel that the next time—if there is a next time—we should make it a point of trying to stay there at least a week, perhaps two; and this could be done when parliament is not sitting.

I came in late and I do not know whether Mr. Jaenicke referred to the way the secretariat do their work. It does not matter what language is spoken in the Security Council committee room. At the front of each chair there is a small radio dial, and if a speaker is speaking in English and you understand only French you turn the indicator on the dial to French and the interpreter, who is located within a glass enclosure, gives you the French translation. If the speaker happened to be speaking in Arabic you could get the English translation in the same way. I believe six languages are translated simultaneously, Russian being one of them.

Mr. HACKETT: What about Gaelic?

Mr. FRASER: As Mr. Hackett does not speak that very well himself I do not think he would want that.

Mr. HACKETT: I was speaking for my friend Mr. MacInnes.

Mr. FRASER: One of my impressions of the general assembly was that it is essentially similar to our House of Commons here; most of the work is not done in the general assembly but in committees. In the House of Commons here some members may be criticized for not speaking very often, but those same members in committee are very helpful and contribute greatly to Canada's welfare.

I think that is all, Mr. Chairman. I trust I shall be included on any committee that goes down there again; and I am quite willing to pay my own way.

The CHAIRMAN: Thank you, Mr. Fraser, and before we go on I must mention this detail. Mrs. Fraser accompanied Mr. Fraser, as you know, and they both realize that they were welcome and that they were appreciated by every official who was there.

Mr. FRASER: That is why I mentioned the courtesy paid to me by the secretary.

The CHAIRMAN: We also had with us Mrs. Croll and Miss Croll and Mr. Lie made it clear on Wednesday afternoon that should it be found possible to bring wives they would be welcome.

The CHAIRMAN: I would also like to say that those members who did not take their wives may when they again have the opportunity to visit Lake Success. I believe that you would like to hear a few words from Mr. Croll, Mr. Benidickson and Mr. Cote, all of whom were there.

Mr. CROLL: Mr. Chairman, there were a few impressions that one could not help but carry away. The first of those impressions was that they were glad to see us. They welcomed us. They thought it was an excellent idea that people who represented parliament should come there. They did everything they possibly could to make us welcome, and they thought it was a fine example to set for other countries who are as near, or almost as near to New York as we are. They thought that such representatives should come from other places and see what was going on.

Another thing which impressed me was the fact that very many Canadians are playing a large part in the workings of the United Nations. As a matter of fact there is a disproportionate number of them, very possibly because of our proximity to the United States. Those people are now known to those of us who went there and I may say they are doing a very excellent job.

One of the things the visit did for me was to give me a chance to learn something of the workings of this great parliament of man. Speaking of the delegates themselves I am grateful for the amiability and congeniality of the group that went down. If there were any differences between us we certainly did not show them, and it was a pleasure to meet some of those men of that assembly on a social basis and learn a few things about them, which one would not ordinarily know.

I cannot say much more than has already been said about the chairman, but he handled the situation like a master. I was very proud of him, indeed.

The CHAIRMAN: Thank you very much, Mr. Croll. I will now call on Mr. Benidickson.

Mr. BENIDICKSON: Mr. Chairman, I think most of the important things have now been said, but I would like to make a few remarks off the record.

(Remarks by Mr. Benidickson off the record.)

Mr. BENIDICKSON: Mr. Chairman, the other reports have possibly only overlooked reference to our contacts with the office of the consul in New York city. We met Mr. Claude Chatillon, one of the vice-consuls, and I have heard members of the committee say that they were tremendously impressed with the efficiency and courtsey of this quite young man. Apparently he is making his way through the large organizations in the city of New York, giving addresses

here and there on behalf of Canada. We spent a whole afternoon with him. I think we are very well represented in New York. I did not meet Mr. Scully on this trip but his representative, Mr. Chatillon, gave us a fine reception, and he is a great credit to the French Canadian people in Canada from which section of our populace he comes. He is a former resident of Ontario.

Mr. COLDWELL: I agree with what Mr. Benidickson has said, and may I say that had you met Mr. Scully you would have found that he was doing an excellent job.

The CHAIRMAN: Mr. Scully intended to give us a reception but he was called out of the city of New York that night.

Mr. PINARD: Mr. Chairman, there is not much left for me to say, but I do wish to associate myself with all my colleagues and to state my pleasure in having been permitted to go to New York. I must say it was very pleasant indeed to accompany colleagues from many provinces and from several political parties. We were very well received, of course, by the Canadian delegation in New York, and I wish on this point to express my sincere thanks and appreciation to Mr. Pearson who was very agreeable to us and gave us a great welcome. I wish also to say, as far as the assembly itself was concerned, that to me it looked very much like a social gathering.

May I say that we were very much impressed by the work done by the Canadian delegates and also, as Mr. Beaudoin mentioned, by the Canadian born representatives to the United Nations. We had great pleasure in meeting some of them, and we can feel proud of the excellent work they are doing down there.

May I remind you that the first of the committees formed elected as its president Mr. Pearson, and I see in the papers today that this particular committee is going to discuss some of the aspects of the Palestinian question. After these committees were formed we had the privilege of attending a meeting of the committee which received the statements of various interested powers on the question of Palestine, and that meeting was a very interesting one. I may say that this question of Palestine is the first that will be dealt with by this committee as far as discussing and settling such minority problems are concerned, and I hope it will be possible for the United Nations to find a solution; because problems of that kind will be submitted afterwards on numerous occasions to the United Nations, and this problem must be settled in a satisfactory way. Otherwise there would be no use in having these problems go before the United Nations.

I wish also to state that it was a great privilege for us to be received so well by the secretary general of the United Nations, Mr. Trygve Lie, and I associate myself with the remarks made by our chairman when he said that we should express by letter our sincere thanks and appreciation for the reception he gave us. I wish also to associate myself with others in expressing my appreciation to our chairman and also to our secretary. They both handled their tasks well, and our chairman conducted himself magnificently. As far as our secretary is concerned he acted as a perfect secretary and gentleman on this occasion.

Mr. COTE: I may say that I am sorry I cannot agree with my friend as regards to the activities of the delegation, because I believe that more could be added, but if I may be excused I shall not add. Before I resume my seat I wish to support the suggestion of others that we should do something tangible in the way of expressing our appreciation to the United Nations organization, to the members of the External Affairs Department, and to the people of the C.I.S. Bureau in New York, and to all others who assisted in making our trip so agreeable and useful. Although we were not an official delegation my reaction is that we were received as though we were, which is, at least, a satisfaction to us all.

I would like to convey to you, Mr. Chairman, my heartfelt congratulations on your chairmanship of the delegation, and I hope you will convey to our secretary's superior, Dr. Beauchesne, our appreciation of Mr. Plouffe's services on that trip.

THE CHAIRMAN: I thank all the members for their kind words concerning my efforts; I appreciate them indeed. May I say to members who were not present that my task was an easy and a pleasant one to perform, heading so fine a delegation. Each member did everything that was asked of him and made the necessary sacrifices to carry out his duties. They were all present at the functions they were invited to attend.

May I repeat what Mr. Lie said at a luncheon last Wednesday; he said that our country was the first nation in the world to send such a body to view the work of the United Nations and he hoped that all the nations of the world would find it possible to attend at the centre of the United Nations organization to see what they are doing and also to understand some of their problems. I believe later on we may have a better idea of what Mr. Lie had in his mind. He expressed the wish, and possibly the intention, of coming to Canada before the end of the present session.

May I also place on the record my praise of the fine work done by our secretary, Mr. Plouffe. He did a lot of work; there is no doubt about it, because there was a great deal to do in preparing and completing the details of such an important visit. I think at this time we might hear a word or two from Mr. Plouffe.

ANTONIO PLOUFFE (Clerk of the External Affairs Committee): Mr. Chairman and gentlemen, in acknowledging the kind references made to me as secretary or should I say chargé d'affaires of this parliamentary group which visited the U.N.O at Flushing and Lake Success, may I express my personal thanks to every member of the group for having facilitated my task. As you know, each evening I had to convey to every member information concerning the program for the following day and this was rendered rather difficult because all our delegation was not located in the same hotel. I did my utmost to be of service to every one composing the group. I am indeed thankful to the officials of the External Affairs Department and also to the officials of the United Nations organization who met us on arrival and were so helpful on this visit. May I add that it was only because of the co-operation of all these officials that the visit of our group was so much of a success.

MR. JACKMAN: May I say, Mr. Chairman, how sorry I was to be unable to make the trip, because I had looked forward to it not only because of my interest in the matters which were transpiring down there, but because such trips do give members of parliament an opportunity to get together with members of the different groups and to know each other better. I shall always recall with pleasure the three weeks I spent with Mr. Coldwell in England, and greatly as our political ideas may differ, I have no hesitation in going on record in saying that Mr. Coldwell is the ideal travelling companion.

MR. COLDWELL: Mr. Chairman, I should like to say the same thing for Harry Jackman.

MR. JACKMAN: May I make the suggestion that if this committee does visit the United Nations organization again that it might, perhaps, be worth while to let the organization know well in advance of our intended visit and, perhaps, we would combine our trip with that of a delegation, let us say from Brazil or a delegation from some other country that would like to make the trip. In that way we would get to know people from other countries in a way that we cannot possibly do otherwise.

I would like to ask the delegates a question concerning one matter: How did you find the Russians informally? Where they able to speak to you with

any degree of freedom so that you felt that you were getting their sincere point of view, or did they always seem to be restrained?

Mr. COTE: No, there was no restraint. I found Mr. Gromyko to be a very pleasant person and altogether different from what he has been represented in the press. I was surprisingly impressed by the fact that he did not seem to resent at all the way we handled the Russians in this country.

Mr. BEAUDOIN: We talked with the various officials just as if we were at home. The system is arranged for an interchange of ideas. You go from one table to another; you do not know whom you are going to meet; it may be the delegate from Bolivia or the delegate from China. They are all refined people, and we talked with them as we talk among ourselves. It reminds me of what often happens in our courts. Two lawyers will appear before a judge and argue a case strenuously and as soon as the case is over they may get together and have a little refreshment. The various countries present their various points of view and as soon as the matter is over they get together in one of the beautifully furnished salons where they may discuss matters privately.

Mr. JACKMAN: You did not feel that these men from Russia were hindered in any way by orders from headquarters; that they were not allowed to discuss matters on which they were not briefed?

Mr. BEAUDOIN: No. More than that, one was impressed by the fact that people of different colour got together; it made no difference whether a man was a Chinese or a Hindoo or a member of any other nationality; everybody mixed.

The CHAIRMAN: To continue the line of thought advanced by Mr. Jackman, may I say that in a year or two the new building of the United Nations organization will be erected, and it may be possible for a Canadian delegation to be present at the inauguration of that new building. We can make preparations with that in mind. I had the great privilege of speaking at Mr. Lie's banquet and I found the Russian representative absolutely open-minded, jolly, witty and clever; in fact, full of joie de vivre. He spoke off the record and he spoke openly.

Mr. BENIDICKSON: He spoke good English, too.

Mr. BOUCHER: What about the advisability of a delegation going down in September?

The CHAIRMAN: Well, I cannot render any judgment on that matter at the moment. It is something for the committee to decide later.

Now, would it be in order for us to receive the atomic bomb report? On Tuesday of last week when we were in New York we met General MacNaughton and had dinner at the Biltmore Hotel, and I took it upon myself to tell him of the intention of this committee and that he had been invited to appear before our committee, and now, with your permission, I shall read the communication from him dealing with that matter:—

Having regard to usual days for meeting of Atomic Energy Commission it seems that Fridays are preferable days for appearance before House of Commons committee. Week commencing 19th May not practicable for me because of Permanent Joint Board of Defence meetings in Ottawa and Dayton, Ohio. Suggest Friday, 30th May, if one day will be sufficient. If two days are required as has been suggested by Mr. Bradette to Ignatieff, would propose Thursday, 5th June and Friday, 6th June, as it seems probable there will be important meeting Atomic Energy Commission on Thursday, 29th May, at end of United States chairmanship.

We all realize that General MacNaughton is a very busy man, and I told him that we would fit his appearance before our committee with his requirements so that he could set the day himself. Is it agreed that the 5th and 6th of June are satisfactory dates for General MacNaughton to come before the committee?

Carried.

I wish now to place on the record a new order of reference, which is as follows: undate of April 30, 1947.

That the Constitution of the International Refugee Organization of the United States and Related Documents, tabled this day, be referred to the Standing Committee on External Affairs.

We will now ask Mr. Reid to come before us.

Mr. Escott Reid, recalled:

The WITNESS: The committee has covered a good deal of the material in the report during the last two meetings, and I am not quite certain what the members of the committee wish to pass on to next.

I will refer to a problem which is discussed in the report, which is a continuing problem: the necessity of reforms in the practices and procedures of the Security Council. There is a section on that in the body of the report. Also in the appendix there is a memorandum submitted by the Canadian delegation on the subject.

The question arose in the debate in the political committee of the assembly on the use of the veto in the Security Council. Some resolutions were introduced calling for amendment of the charter in order to eliminate the veto entirely, or in part. As you know, the Canadian government was opposed at San Francisco to the wide extent of the veto in the charter, and considered that it should be restricted to the imposition of sanctions. However, it was the feeling of the Canadian delegation in New York, and that of the great majority of the delegations there, that the time had not yet come to press for formal amendments of the charter. Rather, consideration should be given to reforms in the practices and procedures of the Security Council within the framework of the charter as it is.

The committee's debate was concerned much more with the necessity of reforms in the Security Council than with the actual elimination of the veto. To some extent, the newspaper accounts gave a false impression of the debate.

By Mr. Coldwell:

Q. May I interject at this point, Mr. Reid? Is there any possibility of eliminating the veto in amending the charter?—A. An amendment to the charter in order to come into effect, would have to be ratified by the five permanent members of the Security Council. Therefore, there could be no amendment unless they consented to it.

The Canadian memorandum on Pacific settlement by the Security Council is contained on pages 204 to 206 of the report. I think it is fair to say that it is the most complete statement of the kind of reforms needed in the Security Council which was submitted to the assembly. Perhaps I might draw the attention of the members of the committee to one point in this statement which is, I think of fundamental importance and that is that the charter has imposed on each individual member of the Council the obligation to exercise its rights and responsibilities as a member of the Council, not in defence of its own special national interests, but in defence of the interests of the United Nations as a whole.

If that concept of the rights and responsibilities of the members of the Council were to be generally accepted by all members of the Council, the difficulties which arise from the defects in the constitution of the United Nations would be sensibly diminished.

One of the encouraging developments in New York was that, in the discussions in the political committee, the suggestion was made by a number of

delegates that a great power should be permitted to abstain from voting on a proposal without vetoing the proposal by its abstention and that while no formal vote was taken on that suggestion in New York, nevertheless, since the New York meeting the principle has been accepted by all the members of the Security Council. The reason I say that that is particularly encouraging is that the language of the charter is rather clear on this point.

Article 27 states:

"Decisions of the Security Council on all other matters shall be made by an affirmative vote of seven members including the concurring votes of the permanent members."

I would think that any lawyer would say, from that language, that the abstention of a permanent member means a veto.

Now, you have agreement by all the members of the Security Council that abstention does not mean a veto. In other words, you have what is virtually an amendment of the charter made by general agreement without a formal, constitutional amendment; that is most encouraging. There are other weaknesses of the charter which may be remedied in the same fashion.

Mr. CROLL: Except that, at some stage, someone may fall back on the charter and say, "Well, yes, that was the practice, but there are the written words. We stand on our rights."

The WITNESS: I suppose it might happen. I do not know how far precedent will override the written word in the charter.

Mr. CROLL: It is not likely.

Mr. BEAUDOIN: It is rather unlikely that they will go back on precedent.

The WITNESS: I imagine it would be possible for a good lawyer to argue that it was consistent with the charter.

Mr. JACKMAN: It makes it more difficult for them to go against the convention which has been established.

The WITNESS: Yes, it is interesting because it is the way constitutions have developed in the Anglo-American countries.

Mr. CROLL: That is just it, it has been our method of dealing with it, but it is not the general method of dealing with it.

Mr. BENIDICKSON: Has not our constitutional development been simply a filling in, in the absence of the written word?

Mr. MARQUIS: I agree with the position as stated by Mr. Croll. If there is a written law, a nation can refer to that law at any time and vote in accordance with the law.

Mr. BENIDICKSON: Well, it is not clear, at the outset, it is rather ambiguous. Consequently, precedent is a very great power.

Mr. MARQUIS: It is not in international law.

Mr. CROLL: Mr. Reid points out that it is very clear. In spite of its clearness, they ignore it and have set a precedent. My suggestion was that, some day or other, they will say, "There it is; there is no doubt about what our rights are. We have neglected them for the time being, but we are still not prejudiced." We might well go back on the precedent, although it is the practice which has been followed. The possibility is there for adopting the other line of argument.

Mr. MARQUIS: The decisions cannot overrule the general regulations.

Mr. COLDWELL: That is true, but the procedure in commissions and councils, and so on, of abstention is pretty well established.

Mr. MARQUIS: That is the practice.

Mr. COLDWELL: All through the United Nations commissions and so on, abstention is quite a normal way of expressing a nation's position. It is not a veto.

Mr. MACINNIS: Abstention is not equal to a no vote?

The WITNESS: No.

Mr. MACINNIS: That is quite a favourable step.

The WITNESS: There is one other thing in this memorandum on pacific settlement to which I wish to draw the attention of the committee. As we pointed out in our report on the San Francisco Conference, one of the weak chapters in the charter is the one on the pacific settlement of disputes. It is not one of the best drafted chapters in the charter. The meaning of it is rather obscure.

Some of the difficulties which the Security Council found itself confronted with in the first nine months of its operation were due to honest differences of opinion on what that chapter meant. We, therefore, felt it would be wise for us to put in memorandum form our interpretation of the procedures the Security Council should follow when presented with a dispute or a situation. Our interpretation is contained in paragraphs 4 to 7 of the memorandum on pages 205 and 206 of the report.

This memorandum was not accepted by the committee—we did not ask the committee to accept it. The main reason for our not asking for acceptance was that it was clear that a memorandum of this character would not have been approved unanimously by the committee. There was danger, if it were put to the vote, paragraph by paragraph, that certain states would become committed to opposition to certain proposals and that it would be more difficult for them to accept these proposals in practice in the future. Therefore, we felt it wise merely to submit the memorandum in this form. I think it is a reasonable hope that, in course of time, the Security Council will adopt reforms of this kind.

One of the differences between the Security Council of the United Nations and the Council of the old League is in the jurisdiction of the Security Council to deal with disputes. The jurisdiction of the Security Council is limited to those disputes and situations which are likely to endanger the maintenance of international peace and security. If it is a dispute which is not likely to endanger the maintenance of international peace and security, it is not a dispute over which the Council has jurisdiction.

Mr. MARQUIS: Who is to decide on that point?

The WITNESS: The Security Council decides its own jurisdiction. In our memorandum, we suggest that the preliminary question which the Security Council should address itself to when a dispute or situation is brought to its attention, is whether it has jurisdiction to deal with that dispute or situation. We also suggest that, when a state brings a dispute or a situation to the attention of the Security Council, it should submit in writing a preliminary statement setting forth the steps which have been taken by the states concerned to carry out their obligation under the charter to seek a solution by peaceful means of their own choice before coming to the Security Council. This is an obligation on the members.

What we want to avoid is the bringing to the attention of the Security Council of either frivolous disputes or disputes which the nations concerned have made no real effort to settle and which are being brought before the Security Council for international political reasons.

The reason I draw the attention of the committee to this question of reforms in the practices and procedures of the Security Council is that this is a question which will come up for discussion at future assemblies of the United Nations.

Mr. CROLL: Has not the procedure on disputes already broken down? For instance, I am thinking of the dispute between Britain and Albania where, for all purposes, it seemed obvious that the right was with Britain. There did not seem to be any question about it at all. Albania was caught red-handed and that was that. Yet, when the matter came before—was it the Security Council?

The WITNESS: Yes.

Mr. CROLL: The Security Council, after hearing all the evidence, for all practical purposes, the decision was a veto, if that may be the proper term, by one nation which obviously was interested in the dispute or appeared to have an interest in the dispute. The result was no justice was brought to the dispute.

Mr. MARQUIS: You could not take any action.

Mr. COLDWELL: It is going to the international court, is it not?

The WITNESS: Yes, the finding in the Security Council was vetoed by one of the permanent members. Then, a resolution was brought before the Security Council to send the legal problem to the international court of justice.

Mr. CROLL: Suppose the international court of justice brings in a decision, what happens to that decision? It may go back again to the Security Council?

The WITNESS: It can go back to the Security Council.

Mr. CROLL: How else do you enforce it?

The WITNESS: The members of the United Nations are under an obligation to comply with a decision of the court.

Mr. COLDWELL: Would that not go to the Assembly in the form of a report, after the international court has dealt with it?

The WITNESS: Each member of the United Nations has, under the charter, an obligation to comply with a decision of the court. This is a treaty obligation. Article 94 says:

1. Each member of the United Nations undertakes to comply with the decision of the International Court of Justice in any case to which it is a party.

2. If any party to a case fails to perform the obligations incumbent upon it under a judgment rendered by the court, the other party may have recourse to the Security Council which may, if it deems necessary, make recommendations or decide upon measures to be taken to give effect to the judgment.

Of course, the veto can apply again.

Mr. CROLL: Yes, so you are back again where you were.

The WITNESS: Nevertheless, the discussion of the incident before the Security Council and any discussion which takes place before the court will make the rights and wrongs of the case more clear to the states concerned.

Mr. COLDWELL: Is there any manner in which that comes before the Assembly? There is a report from the Security Council to the members and could not that be raised by a member at the Assembly and dealt with there?

The WITNESS: It could be raised in the Assembly at the next session.

Mr. CROLL: There would be no report of the Security Council because it is vetoed.

The WITNESS: The reports of the meetings of the Security Council are public property so the Assembly knows what happened in the Security Council and, in addition, there would be included in the report of the Security Council to the Assembly a statement as to what happened to this dispute when it came before the council.

Mr. COLDWELL: It is very complicated.

Mr. CROLL: Difficult is the word.

Mr. COLDWELL: But the play of public opinion is important, is it not in these matters?

The WITNESS: Yes.

Mr. BEAUDOIN: Mr. Chairman, after this report has been examined and the questions have been asked of Mr. Reid, do we have to adopt this report?

Mr. CROLL: No.

The CHAIRMAN: No, it is brought to us for discussion and representations to be made by the officials of External Affairs. It is for enlightenment.

Mr. BEAUDOIN: Our next item of business is the atomic energy report?

Mr. CROLL: No, that is the fifth item. I think the urgent matter of business is the International Refugee organization. I think, in view of what is happening at the moment, we ought to discuss that as quickly as we can. It is the most urgent problem which is facing our committee and the rest of this country at the moment.

The CHAIRMAN: It is also my intention to recommend to the steering committee that the estimates come to us as soon as we have finished the discussion on the D. P. question.

Mr. BEAUDOIN: The reason I was asking the question was to find out how soon we are going to finish our discussion on this particular point. I am not thinking of myself, since I have no more questions to ask. Apparently there are others who have no more questions to ask as well.

Mr. BENIDICKSON: With respect to the D.P. question, would the powers of this committee permit it to go so far as to hear some evidence as to the availability of shipping for those coming to Canada?

The CHAIRMAN: Any House committee has the right to call evidence. We have the power which is given to any standing committee of the House of Commons or Senate.

Mr. BEAUDOIN: Well, let us move a vote of thanks to Mr. Reid.

The CHAIRMAN: Are there any further questions?

Mr. CROLL: I think the reason we have asked so very few questions is because the subject is so complicated. In the first place, we received the booklet late and we probably did not have enough time to go through it. Then, there are so many questions, so many angles to the subject we really did not feel we ought to burden Mr. Reid with them. Perhaps the matter will clarify itself as we go along.

Someone brought up the question of the booklet. A poor time to issue the booklet is about the time we come here because we are flooded with information and booklets. It would not be a bad idea if we received something like this during our off season so we could do a little reading on it and perhaps be ready for the next time you come here.

Mr. MARQUIS: Or at the very commencement of the session; we had this one two months after the beginning of the session.

The CHAIRMAN: I suppose we have to consider the time taken to print it. I suppose Mr. Reid did not dare, but he could easily have told us it would be a fine book for us to study, and digest between now and the next session of parliament.

Mr. COLDWELL: I agree it has been difficult to study this particular report. What I think we should have done was to go through the thing chapter by chapter. Some chapters we could omit altogether, but it would have steered us along the way a little better than the manner in which we have been operating.

The CHAIRMAN: It is a good suggestion, although we may leave it in abeyance now. I suppose Mr. Reid will have no objection if he is called upon at a later date to attend another session?

The WITNESS: No.

Mr. COLDWELL: I do not think you could do that just at the moment, but another time, I think he could follow that procedure.

The WITNESS: With respect to Mr. Croll's point, I can assure the committee that we will try to get the next report out earlier.

Mr. COLDWELL: I am not complaining about that because I was with the officials who were there. I know they came back from New York at Christmas or after Christmas and I would say they were completely worn out. I did not have the job to do which they had, and I know I came back in December completely worn out to the extent that, for the first time in a good many years, I went to see a doctor who reassured me there was nothing particularly wrong except I was overtired.

The CHAIRMAN: I presume, from the fact you attended these meetings, you are already familiar, to some extent, with this subject. I know the experience we gathered at Lake Success and Flushing Meadows made a wonderful difference to us.

Mr. COLDWELL: Yes, that is the reason I have not asked so many questions.

Mr. CROLL: I put mine in the form of a suggestion, Mr. Chairman.

The CHAIRMAN: Yes, and I appreciate it. I am sure I express the sentiments of the members of the committee, Mr. Reid, in saying we appreciate very much your courtesy and patience in appearing before us.

Mr. COLDWELL: Who will be appearing before us on the refugee question?

The WITNESS: I think it will probably be Mr. Riddell who has been at a number of international conferences on refugees.

The CHAIRMAN: I gather from what the members have said, they would like to consider the D.P. question as soon as we can, next Friday, perhaps.

Mr. BEAUDOIN: When do we start the estimates?

The CHAIRMAN: The minister tells me a reference will be given in the very near future, so we may have them at any time.

The committee adjourned at 11.50 a.m.

Canada External Affairs, Standing Committee
1947

Government
Publications

(SESSION 1947)

(HOUSE OF COMMONS)

(STANDING COMMITTEE)

(ON)

(EXTERNAL AFFAIRS)

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

FRIDAY, MAY 9, 1947

WITNESS:

Mr. R. G. Riddell, Chief of the First Political Division, Department of
External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



MINUTES OF PROCEEDINGS

FRIDAY, May 9, 1947.

The Standing Committee on External Affairs met at eleven o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Beaudoin, Benidickson, Bradette, Coldwell, Côté (*Matap.-Matane*), Fleming, Fraser, Graydon, Hackett, Jaenicke, Jaques, Kidd, Low, MacInnis, Marquis, Pinard, Winkler—(17).

In attendance: Mr. R. G. Riddell, and Mr. John K. Starnes of the Department of External Affairs.

The Committee began the study of the Constitution of the International Refugee Organization as referred by the House on April 30 last.

The Clerk informed the Chairman that this document had been mimeographed from a photostat copy and mailed to the members on Thursday noon, May 8, the earliest possible moment. The Clerk also informed the Chairman that copies of the first report on the Atomic Energy Commission (U.N.) to be studied on June 5 and 6, had already been distributed.

Mr. R. G. Riddell was called, examined and retired.

After discussion, it was decided to refer the future procedure on the Refugee Constitution to the Steering Committee for study and report.

Before adjournment, the Chairman gave the list of officials of the U.N. and others to whom letters of appreciation had been sent in connection with the visit to U.N.O. at Lake Success.

At 12.25 the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,

Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 9, 1947.

The Standing Committee on External Affairs met this day at 11.00 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: We now have a quorum. I thank you, gentlemen, for your attendance.

Due to the fact there are so many committees sitting this morning, it brings to my mind the statement of Mr. Graydon last year, that this committee should not be at the tail end of all the other committees. However, we must use a certain amount of diplomacy and patience. I really believe the time has come when the chairman and vice-chairmen of all the committees should meet together and make a decision early in the session to decide what days would be used for the various committees. It has become a big problem for the members and the Committees' Branch who are trying to attend more than one committee on the same day.

In this connection, there is also the question as to the secretary of the committee. We all realize that Mr. Plouffe has done good work as the secretary of this committee, but he is also the secretary of the radio committee. I made a special plea yesterday to the authorities to see if it were not possible to keep Mr. Plouffe with us. Once a person has become familiar with the activities of a particular committee he is very valuable. A new man cannot gather, in one or two sittings, the information necessary to the proper conduct of the office.

Mr. FLEMING: May I interrupt at this point, Mr. Chairman. I think some of us will have to see to it that the radio committee does not meet on the same day as this committee, because I think that is a very important point. Mr. Plouffe is needed on the radio committee because of his experience there and, for the same reason, he is needed by this committee because of his experience here.

The CHAIRMAN: The radio committee generally sits once a week, and we may see that we do not sit on that day.

There is also the matter of making the report to be considered. I believe that every member of this committee should take some responsibility for the wording of it. What I have in mind is this, that we have a short discussion of this report here. I have always had in mind the fact that it might be good for our committee as a whole to discuss it at one meeting so as to decide what should be included in our report to the House of Commons. We may have, no doubt, the same situation with respect to the D. P. persons. These questions are very important, and, no doubt, by means of our report, we can gain the attention, not only of parliament, but also of the whole country. Therefore, I think the committee should realize such a responsibility is too heavy to be left on the steering committee, the secretary or myself. I will leave this question with you, but I should like your opinion on it at the next sitting of the committee.

Mr. JAKES: May I ask a question? Are these minutes to be published?

The CHAIRMAN: Of these meetings?

Mr. JAKES: Yes.

The CHAIRMAN: Yes.

Mr. JAKES: I have not had a copy as yet.

The CHAIRMAN: The printing of the minutes is quite a problem but it is being done as quickly as possible. The secretary informs me that No. 2 will be ready to-day.

I should like to inform the committee that General MacNaughton has confirmed the dates of June 5th and 6th, when the committee will be sitting on the atomic energy report.

This morning we have with us Mr. Riddell, of the Department of External Affairs. He will deal with the problem on our agenda for today.

Mr. R. G. Riddell, Department of External Affairs, called:

The WITNESS: I understand the committee has before it, at the moment, the constitution of the International Refugee Organization which has been tabled in parliament and which will require approval by parliament. I am sure I do not need to explain to the members of this committee the background of the refugee problem which has resulted in the establishment—

Mr. MARQUIS: Will the witness give a broad picture of this organization?

The WITNESS: Yes, I will be very glad to do that, Mr. Chairman.

The war resulted in the uprooting of literally millions of people in Europe. One of the things we forget when we consider the refugee problem is the very significant movement of repatriation which was carried out. It is estimated that several million people were repatriated to their homes during the months immediately following the armistice in Europe. However, after that process of repatriation had been completed, it was found that there were roughly a million persons in Europe, the number of whom has since been reduced to about 850,000 persons, who, for various reasons, could not return to their homes.

By Mr. Graydon:

Q. What is the difference between a displaced person and a refugee?—

A. The word "refugee" is a rather broader term. The term "displaced persons" refers to people who, in the course of the war, because of the exigencies of the war, were uprooted from their homes and moved about in Europe. The term "refugee" applies rather more generally to, and includes people who, before the war, left their homes because of political persecution or for other reasons. The term "displaced persons" applies now to people who are in the displaced "refugee" is a rather broader term and includes a good many refugees who are charges of the military authorities and of the UNRRA authorities. The term "refugee" is a rather broader term and includes a good many refugees who are now in France and many parts of Europe. The term "refugee" also includes a good many people in the Orient who have been driven from their homes and are charges of the various refugee organizations.

Mr. JAMES: Mr. Chairman, the statement was made, as I understand it, that there are about 850,000 who, for various reasons, cannot be repatriated. Can you give us on what ground that decision was made? Is it racial, religious, political or what?

The WITNESS: There is a variety of reasons, Mr. Chairman. In some cases they have no homes to which to return. The cities or towns from which they came have been destroyed. There is nothing to which they can go back. In other cases, all their relatives have been lost and there are personal reasons for their unwillingness to return. In the majority of cases their unwillingness to return arises from the political changes which have taken place in their countries of origin and which make them dislike the idea of returning to those countries.

Mr. JAKES: From what I understand, there were hundreds of thousands, not to say millions, of displaced persons who did not want to be repatriated. They did everything they could to prevent being repatriated, but they were forced back, really at the point of the bayonet. I should like to know why there are 800,000 exceptions. Who are they? I think there is a story behind this.

The WITNESS: Mr. Chairman, the policy of the occupying authorities in Germany and the policy of the United Nations itself, in dealing with the refugee problem, has been to avoid the repatriation of any person who was unwilling to accept repatriation. We have had a number of enquiries concerning the possibility that people were being forced to accept repatriation against their will. We have always been assured by the occupying authorities that that is not taking place.

Mr. JAKES: I remember it being stated in parliament, perhaps a year or two ago, that there were hundreds of thousands who resisted forcibly and the military authorities fired over their heads and then into them to force these people into the trains. There were hundreds of thousands, not to say millions, of those people.

Mr. COLDWELL: Are you not confusing the people who were ejected from these countries and sent into the occupied zone? I say that, because I was on the refugee committee for the whole of the discussion and everything was done by the occupying nations to refute the suggestion there might be anything in the nature of a compulsory repatriation. The whole criticism of Britain and the United States and, to some degree France, by some of the nations was they had refused, in any way, to put pressure on the people in the displaced persons camps to return to their countries of origin. Even when it was sometimes contended, I think improperly, that some of these people were traitors, war criminals and quislings who should be returned to be dealt with, the occupying powers refused, day after day. I heard the whole discussion. I think Mr. Jaques is thinking of the people who were ejected from certain places.

Mr. JAKES: I am thinking of the people who, having no great power to defend their interest on this side, have already been returned forcibly to the place from whence they were driven, and those people, to-day, who are sifted out. I just want to know why exceptions were made and for what reason, on what ground? There is no doubt at all there are millions of these people who have been forced back against their will.

Mr. MARQUIS: By which country, do you know?

Mr. JAKES: Well, by the allied command or the allied forces.

Mr. COLDWELL: Which of them?

Mr. JAKES: All of them, I suppose. It was a year ago or maybe two years ago, but it certainly happened. I never heard it contradicted before. Apparently, while there were millions being forced back east, hundreds of thousands were coming west. We now hear there are these 800,000 who were exempted and I should like to know what the idea was behind this?

Mr. MARQUIS: In this 850,000 refugees, I understand there are a number of people who are considered as aliens in their own country by the actual government of that country at the moment.

The WITNESS: Because of the fact they were refugees, or because of the fact they have refused to return? I am not sure what the situation is in that regard, but it is quite possible some of the countries of origin have taken away the citizenship of persons who have refused to return. I am not sure whether that has actually taken place, yet.

Mr. JAKES: I am referring to the countries behind what is called the iron curtain. It is a fact that, rather than be forced back there, hundreds of

them committed suicide. Now, it seems there are 850,000 who are to have the privilege—I am not saying anything against bringing them out—but why should they be singled out for this preferred treatment?

Mr. MARQUIS: Mr. Chairman, it would be important, I feel, for us to have some evidence that people were forced to go back to these countries. Perhaps this is true, but we have no evidence of the fact that part of them or a great number of them were forced to go back to some country to which they did not want to go. I do not know if the witness would be in a position to give us some information relating to that or not?

Mr. FLEMING: It seems to me that this problem could be resolved if Mr. Riddell could answer two questions or give us information on two points. First, from what countries did those 850,000 displaced persons come; what are their countries of origin prior to displacement? Then, secondly, if there is any difference between this point and the first one, into what racial groups are they divided?

The WITNESS: We can give very general figures in that regard, Mr. Chairman. The 850,000 were divided up, roughly, as follows: 345,000 people of Polish origin, 128,000 of Yugoslav origin, 187,000 from the Baltic states—and 156,000 others.

By Mr. Fleming:

Q. What do you mean by the Baltic states? Do you mean just the three which were taken in by Soviet Russia?—A. Latvia, Lithuania and Estonia.

Q. Just the three?—A. Yes.

Mr. JAKES: I am not trying to put you on the spot, of course, but can you say or would you say all the people who have expressed a desire not to be repatriated have been sifted out and are now to be allowed to proceed wherever it is they desire to go? Can you say that there were no forcible repatriations since the war ended?

The WITNESS: Well, Mr. Chairman, according to our understanding, each occupying authority was under certain obligations to repatriate the nationals of any other occupying authority who were found within its zone of occupation. In other words, the United Kingdom was under obligation to repatriate Soviet citizens within the areas occupied by the United Kingdom troops and, conversely, the Soviet Union was under an obligation to repatriate United Kingdom citizens who were found within their area.

Mr. JAKES: Those who were not shot as traitors, of course.

Mr. MARQUIS: Against their will?

The WITNESS: There was an obligation to repatriate the citizens of either country. For the purpose of this agreement the Soviet Union was taken to be the Soviet Union as at the date of the outbreak of war. There was also an obligation to repatriate persons who had engaged in traitorous or illegal activities.

Mr. JAKES: Against whom?

The WITNESS: Against the country of origin. For instance, persons who were found serving in the German army.

By Mr. Hackett:

Q. Against the country of origin or against the country of which they were nationals?—A. Against the country of which they were citizens which, in most cases, was the country of origin. There has been a very genuine effort to make certain that no one was repatriated who did not come specifically within those categories. Inquiries we have made have indicated that any one who could genuinely claim to be a refugee was not repatriated to his country of origin against his will.

By Mr. Jaques:

Q. There was no discrimination whatever because of race or religion?—

A. We have no knowledge of any.

Q. All I can say is that I have heard plenty of complaints and have received plenty of letters beseeching me to rescue this relative or that relative from being forcibly repatriated. It was for this reason I brought the question up. We all know what happened to General Morgan when he made a statement on this very thing. He was immediately dismissed from his command on the orders of Mr. LaGuardia. He threw a little light on what was happening and immediately he was silenced and deprived of his command.—A. Well, Mr. Chairman, I think all I can say in this connection is that complaints of this nature have been drawn to our attention on a number of occasions. We have made enquiries in connection with them and the evidence we have secured on those occasions seems to us to have shown that the people were not genuine refugees. Genuine refugees were not being forcibly repatriated against their will. We would be glad to make further enquiries about other specific cases which are drawn to our attention.

Mr. JAKES: We have, among the members of this House, a man who originated in a country which is now behind the iron curtain. He has recently made an extensive tour of Europe and, I believe, he has a great deal of information. I think it might be worth while if he were asked to give some information to this committee at some convenient time. He has been there and he is an unbiased observer.

The CHAIRMAN: Who is that?

Mr. JAKES: Mr. Hlynka.

The CHAIRMAN: If the members of the committee agree, I should like to see Mr. Riddell make a general statement and then have a period of questioning afterwards. I believe it would simplify matters for Mr. Riddell and also for the committee.

Mr. JAKES: I hope Mr. Riddell will excuse my remarks. Of course, they are not in the slightest degree personal.

The WITNESS: I understand that perfectly.

By Mr. Marquis:

Q. One question on that point, if you will allow me. I understand that the Soviet Republic has the right to repatriate their subjects and Russians, who were considered to be refugees can be taken back to their country and forced to go there; is that true?—A. That is true, Mr. Chairman, with certain qualifications. In the United States zone, that obligation to repatriate Soviet citizens has been acknowledged only in the case of Soviet citizens who were found in German uniforms, persons who were charged with treasonable offences against their government and certain other similar cases. My understanding is that the United Kingdom, in its zone, is acting similarly, although I am not quite clear on that point.

Q. And those who are not in this category can remain there or go to some other country as D.P.'s, if they desire?—A. They can remain in the occupied zone. The question of their going to some other country is another problem yet to be decided.

Q. As for the Polish people, are the Polish people under the same rule as the Soviets? Those 345,000 Polish people who are refugees over there, are they subject to the same rule?—A. No.

Q. This is a particular regulation?

By Mr. Coldwell:

Q. May I ask a question? Does not the I.R.O. constitution which was accepted after a very long discussion, specifically protect the people who are political dissidents from forcible repatriation?—A. Yes, it does.

Q. As I said a moment ago, the whole criticism of the administration of the occupying powers, levelled by the eastern countries, Yugoslavia, Poland and Russia, was on the basis that their nationals were not being returned. These countries did attempt to make it rather comprehensive by trying to get a resolution through that persons of all stripes should be returned, but the committee dealing with this problem certainly turned it down specifically. There is an article in the constitution protecting all these political dissident persons who would not return because of disagreement with the views of the government of their countries and who feared persecution because of their views; that is right, is it not?—A. Yes.

Mr. GRAYDON: I suppose all the persons in the displaced persons camps are not there and not refusing to go back due to political reasons. I suppose economic reasons have some bearing on their decision as well?

The WITNESS: Yes, I think so. I think in many cases the hardships of life in eastern Europe at the present time make people hesitant about returning. As I suggested previously, in many cases, they have not anything to which to return. Their farms are gone and their homes have been destroyed.

By Mr. Graydon:

Q. In other words, they are better off where they are in the displaced persons camps than they think they might be in their homeland?—A. I think so.

Q. In addition to that, there is always that hope, either slim or substantial, that perhaps if they stay long enough in the displaced persons camp, some country on this side of the Atlantic may decide to take them in?—A. Yes.

Q. I know when we visited Bockhorn camp in Germany, which was a Polish camp and also the camp where the Balts were at Oldenburg, there was a great desire, particularly among the Balts, to come over to Canada or the United States. There were men there who had had substantial businesses, men who had high ranks in professions in their home country and many of them were anxious, when they saw some Canadian members of parliament, to try to get in touch with us to see what the possibilities were of coming to Canada. We did not have an opportunity of meeting or talking with them, but it seemed to me that hope may have, in some respects, kept some people in the displaced persons camps. I suppose with the idea that, as conditions changed, they might not be forced to go back to their own countries where economic conditions, apart altogether from the political aspects of the problem, but where economic conditions would not be as good as they might hope they were in some other land which might take them in. I was wondering if that was the situation in other camps. Do you know much about that?—A. I think it is a little difficult to generalize because it is hard to know what people's motives are, but I would agree with Mr. Graydon that many of these people in the displaced persons camps are probably hoping that they can find new homes rather than return to their former homes.

Q. I suppose many of them think they have a better chance of getting into a new land by being in the displaced persons camps than they ever would have if they stayed in their own country because the fact they are displaced persons has some claim, I take it, upon the sympathy of other people. Time after time, other countries decide to take them in as a special type of immigrant. That is just something I throw out as a possibility. I do not want to delay the discussion because I think we ought to go on with Mr. Riddell's evidence.

By the Chairman:

Q. A large nation made a statement about four weeks ago that most of these persons in displaced persons camps were persons who did not want to work. These people did not want to go back to their country of origin because they were being provided with food and clothing and so on. Are you in a position to say if there is any foundation for such a statement?—A. I would be inclined to question that statement, Mr. Chairman. I do not think life can be as pleasant as all that in a displaced persons camp. From the reports I have seen, I think the people in the displaced persons camps live fairly close to the subsistence level.

By Mr. Hackett:

Q. Before Mr. Riddell continues with something else, may I ask one question? I have understood from what was said here this morning that a person may not be forced to return to what we have called his country of origin if he feared persecution or some form of disagreeable experience which made return objectionable to him. If that be a correct statement of the situation, what is the position of a man who fought against his own country because he was dissatisfied with the regime that obtained in it at the time the war started and the time he began to fight against his own country? What is the position of the man who fought his own country to free it from a dominating influence which he considered a baneful influence?—A. I think it is difficult to see how those circumstances could apply except to the case of a man who had enlisted in either the German or Italian armies in the course of the war. I do not think there is any provision by which anyone who had served voluntarily in the German or Italian armies during the war can be regarded as a refugee or displaced person under the term of the document we have before us at the moment.

By Mr. Marquis:

Q. He is considered as a traitor?—A. Well, it would depend on the attitude of his own country.

MR. COLDWELL: If you put on the record the resolution adopted by the General Assembly on the 12th of February, 1946, that would answer many of the questions which have been asked. It is annexed to the document headed, "Constitution of the International Refugee organization." If you look at the resolution, you will see it was decided to refer the problem to the Economic and Social Council for a thorough examination. It is recommended that the Council take into consideration the following principles:

1. This problem is international in scope and nature;
2. No refugees or displaced persons who have finally and definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below—

(D) reads as follows:

Considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings and traitors—

MR. JAKES: What do you call a quisling?

MR. COLDWELL: Just a minute, you know what a quisling is. May I just finish this?

MR. JAKES: What do you call a quisling?

MR. COLDWELL: Mr. Jakes of all persons should know what a quisling is.

Mr. JAKES: You have no reason to call me a quisling. My record is as good as yours. I should like you to take that back.

Mr. COLDWELL: I did not say you were a quisling.

Mr. JAKES: I call upon you, Mr. Chairman, to make this member take his remark back. I have heard enough slurs from the leader of this party.

Mr. COLDWELL: I would say a man of the type of Gerald L. K. Smith, who was indicted for un-American activities during the war and supported Hitler—

Mr. JAKES: He never did.

Mr. COLDWELL: —and Nazi ideas in the United States—

Mr. JAKES: It's a lie.

Mr. COLDWELL: —is a quisling.

Mr. JAKES: It is a lie.

Mr. COLDWELL: He is a quisling and I let his record stand as to whether that is true or not.

Mr. JAKES: Mr. Chairman, I must insist on defending myself from that charge.

The CHAIRMAN: I did not hear that; Mr. Coldwell was reading a paragraph.

Mr. JAKES: This member has charged me with being a quisling. He said I must be a judge of quislings; that is what he said.

Mr. COLDWELL: No, I said your friend Mr. Gerald L. K. Smith was a quisling.

Mr. JAKES: He is no quisling. You said General Mihailovich was one; he was murdered by your friends.

The CHAIRMAN: I should like Mr. Coldwell to carry on with the paragraph from which he was reading. On what page is it, Mr. Coldwell?

Mr. COLDWELL: On page 18 of the memorandum.

The future of such refugees or displaced persons shall become the concern of whatever international body may be recognized or established as the result of the report referred to in paragraph (a) and (b) above, except in cases where the government of the country where they are established had made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection.

If you took account of the reasons which may govern this, you will find, I think, fear of prosecution and so on at the hands of the countries to which they might be returned. It is perfectly clear.

Mr. HACKETT: Mr. Chairman, what I was trying to find out was whether or not any protection is afforded to a man who has taken up arms against an element in his own country and has fought against it—

Mr. MARQUIS: Such as DeGaulle.

Mr. HACKETT: You might take that, but DeGaulle is not the best example you could find.

Mr. JAKES: There is Marcel Thorez, the French Communist leader who backed Hitler until he invaded Russia. They do not condemn Communist traitors.

Mr. MACINNIS: I think if we are going to deal with this matter in any objective way, we will have to confine our historical survey. What is considered to be a displaced person and a refugee is pretty well defined. I think if we are going to make any recommendations which will be helpful to these people, no matter how many there are or how few there are, we have to confine

our discussion to how we can assist them. The other historical matters in connection with this may be of interest, but, I submit, if we are going to be objective in the matter before us, we have not got the time to go over it in this committee.

Mr. HACKETT: We will have to accept these definitions?

Mr. MACINNIS: What I have in mind is that what is now considered to be a displaced person is pretty well known and the desire is to help those displaced persons to find homes. If there are 850,000 or no matter how many there are, those are the people we can assist. I do not think there is anything we can do which will go beyond the date of this resolution, February 12, 1946. We have the constitution of the International Refugee organization before us, and if there is any assistance going to be given I think it will be given under the provisions of that constitution, provided we are going to operate as a member of the United Nations under which this constitution was drawn up. Therefore, I would suggest we try to confine ourselves within those limits.

Mr. MARQUIS: The question put by Mr. Hackett was one concerning a very material subject, what is a refugee or a displaced person? For that reason, we are trying to find out some examples of these persons in order to understand the regulation. Sometimes it is better to have a broader view of a situation. Some groups are now refugees and some others are not, and we should discuss the reasons why some are refugees and some are not. With regard to DeGaulle, he was the leader of the government. There was another government in his country, but the country recognized his movement was in the interest of that country. There are some other groups, perhaps, which are not in the same situation. It may be of interest to the members of the committee to know what has been done with those groups.

Mr. CORÉ: I think they are pretty well defined on page 12 of the constitution.

Mr. JAUQUES: Arising from Mr. Hackett's question, may I ask what would be the situation of a man who fought from the first for his country, but during the war that country was conquered or, if you like, "liberated", so that a totally different regime was set up. Then, because this man was still loyal to his country of origin, he is now called a quisling and traitor and even shot. Greece is one of those countries and also Yugoslavia. In Poland the same thing took place, in fact, in every country which has been liberated by the Soviet. This was true in Greece. Thousands of them were being murdered and they would all have been murdered had it not been for the British stepping in two years ago, in spite of the opposition of the leader of the CCF.

The WITNESS: Mr. Chairman, if the committee would follow the suggestion which has already been made by one of the members of the committee with regard to the definition of "refugee", which appears on page 12 of the document which is before you, I think it would settle the matter. This definition of "refugee" and "displaced person" was worked out with great care and at a sacrifice of considerable time in the various committees of the United Nations. The members of the committee will see it is divided into sections, the first of which defines refugees and displaced persons, and the latter sections define persons who are not refugees and displaced persons.

Now, I am not sure whether the committee would care to examine those definitions clause by clause. This is a rather long and complicated section of the constitution.

With reference to one question which has been raised, on page 12, paragraph 2 of section A of the memorandum, the latter part of the paragraph provides that no one is a refugee,

Who is outside of his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the government of his country of nationality or former nationality.

By Mr. Jaques:

Q. When was that signed or agreed to?—A. This constitution has not yet been brought into force. It has been signed by Canada and by thirteen other countries—fourteen countries now—and will come into effect when it has been signed and ratified by fifteen countries. In the meantime, however, there has been a general disposition to accept the definition of refugees and the provisions for their care which have been outlined here.

By Mr. Coldwell:

Q. And there is also the fact that even prior to the adoption of this definition the occupying powers, Great Britain, United States and France, were working practically on this basis, although it was not constitutional at that time. The criticism that was made by other nations was ill-founded and unfair.—A. Yes.

The CHAIRMAN: We have the statement of Mr. MacInnis that Canada is directly interested in the displaced persons matter and we have to do something tangible for other persons. I believe it would be in order to go over every paragraph of this definition with regard to refugees because then we may bring in some recommendations which may fit in with what we may do.

Mr. COLDWELL: I believe that would be a wise course to follow.

By Mr. Cote:

Q. What is the commitment of Canada if she signs this?—A. If this document is signed and the signature ratified, Canada will become a member of the International Refugee Organization; she will accept the financial obligations that are provided in the Annex on pages 15 and 16, and it will be necessary to present to parliament an estimate asking for approval for the expenditure of funds in this regard. The estimates for the first year of the operation of the I.R.O. will call for the expenditure of about \$5,500,000.

By Mr. Kidd:

Q. Will Canada have other obligations besides financial ones with regard to these displaced persons? Can you enlarge on that?—A. The situation is that the International Refugee Organization does not lay on any member a specific obligation to accept any refugee or displaced person. The resettlement of refugees and displaced persons will be discussed by the International Refugee Organization when it comes into existence and when the Council meets, and no doubt suggestions with regard to resettlement of displaced persons will be made; but there is no constitutional obligation to accept.

Mr. MARQUIS: I think we should accept the principle of taking some here.

Mr. HACKETT: It would be a rather futile membership if we did not.

Mr. JAQUES: It boils down to this, that this agreement is not in force; and in the meantime is it a fact or not a fact that people have been repatriated against their will? Will you say that nobody has been repatriated against his will from the end of the war to the present time?

Mr. HACKETT: I do not see how that statement could be made.

Mr. COTE: There is no official record that I know of that deals with that point.

Mr. JAUQUES: What I am trying to get at is this—

Mr. BENIDICKSON: Repatriated from what area?

Mr. JAUQUES: From wherever these displaced persons were. The point I am trying to make is that they have been sifted out, and these are preferred ones for reasons which are political or religious or because of race—I do not know, but that is what I believe they are—and those who do not please the powers that be have been sent back to whatever fate awaits them, either as quislings or traitors, or whatever you like to label them.

Mr. MARQUIS: I think it has been impossible to make an investigation on that point. The General Assembly has not had the power until now to make an investigation in all parts of the world. So it is possible that some groups have been repatriated against their will by some countries. However, those are general statements in the newspapers and we have no concrete evidence to go on.

Mr. JAUQUES: We have eye witness accounts. Surely we are all familiar with newspaper accounts.

Mr. COLDWELL: I think we should go on with this matter that is before us. May I say that I have no doubt in my mind that persons were repatriated against their will, particularly in the early stages, but since the organization among the nations was set up, protection has been given to political dissidents. However, I think prior to that, undoubtedly, during the turmoil of the immediate aftermath of the war people were sent back to their countries of origin when they would rather have remained where they were. The point I am making is this, that the constitution as now established is now used to protect such persons defined in this document against repatriation against their will.

Mr. MARQUIS: Is there any control of the area under the direction of the Soviet Republic?

Mr. COLDWELL: The Soviet delegates at the meetings of the committees said they had no refugees within their borders.

Mr. BENIDICKSON: Could Mr. Coldwell make a rough estimate of the date he is speaking about or when the change in system took place?

Mr. COLDWELL: Criticism was levelled against the occupying powers of the whole east last year.

Mr. COTE: Irrespective of what has taken place, I think we are off the track at this moment, because there was no organization set up for this purpose. As Mr. Coldwell has mentioned, these things occurred during the turmoil of the aftermath of the war. Now, three or four powers were in charge, and I think it would be beyond our status to go into making an examination. Before the organization is set up it is difficult to analyze or criticize or judge what has been done; we are dealing with an organization which is about to take over certain responsibilities. I think we should confine ourselves to the proposal which has been made to Canada as far as we are concerned in this particular document, and see whether this document satisfies us or not; but I do not think we should revert to the past and examine what has taken place with regard to an organization which was not in existence. We are dealing with an organization which is about to be organized and in which, naturally, we are going to participate, and I say to the committee that we should not use our time in discussing things that are not connected in anyway whatsoever with the responsibility of that organization that is about to be set up.

Mr. JAUQUES: Mr. Chairman, I have not received an answer to my question. My question is this: there were sifted out from all the millions of displaced persons some 850,000 people who now are able to go anywhere they want to go

in the world. Now, I am asking, how were they sifted out? Did they draw lots? Were they just lucky? If they sent back millions of people why have they kept 850,000? Who are they and why have they been singled out for this preferred treatment? That is the question I am asking; and I want an answer if it is possible to get an answer.

The WITNESS: Mr. Chairman, I think all I can do is reiterate the statement that I made previously. In the period immediately following the armistice there was a general movement of repatriation which took place very rapidly in western Europe, and that was a movement which took place in all directions, both from the west to the east and from the east to the west. There were, for example, thousands of French people who had been taken into eastern Germany and Poland. They were repatriated, during this general large scale movement of repatriation, after the armistice. The occupying authorities organized displaced persons' camps, which they operated in co-operation with UNRRA. The division of responsibility was a rather general one. The occupation authorities maintained the camps generally, the UNRRA authorities provided for the organization of the camps. These camps were open to any genuine refugee who was unwilling to return to his country of origin. At various times since the establishment of the camps inquiries have been made among the refugees to discover whether any of them were then willing to return to their place of origin, and the suggestion has been made that from time to time pressure was put on certain of them to return. Inquiries have been made by the Canadian authorities in regard to specific suggestions that pressure was being put on people to return.

Mr. HACKETT: From people or individuals?

The WITNESS: Individuals or groups of people. Those inquiries have not resulted in our discovering any evidence that anyone was being forced against his will to accept repatriation to his country of origin.

By Mr. MacInnis:

Q. Mr. Chairman, might I ask this question in order to get some information for Mr. Jaques? Have you any information as to the largest number of persons who were in the displaced persons' camps; how many are in the displaced persons' camps now; if there is a difference between the number there in the first place and now, to what countries did those people go, by and large?—A. I have not those figures immediately before me, but I think they could be secured. I may say that the movement of repatriation since the establishment of the camps has not been very great. Various efforts have been made to find out whether people would be prepared to accept repatriation.

Q. I think you can get the information, and if you can it will be useful to this committee.—A. I think we can get the information.

By Mr. Marquis:

Q. Repatriation was carried out before the establishment of the camps, was it not?—A. This is the general movement of repatriation which took place immediately after the armistice.

By Mr. Coldwell:

Q. Was it 3,000,000 people who moved one way or another?—A. My impression was that the figure was considerably higher than that.

Mr. HACKETT: That is exclusive of military forces?

The WITNESS: Yes. The Germans had been busily occupied for a number of years putting people on forced labour in various parts of Europe, and there was a tremendous initial obligation on the part of the occupying authorities to unscramble this situation and get people back to their homes as rapidly as possible.

By Mr. Graydon:

Q. Has any policy been adopted whereby these persons in displaced persons' camps can do some work?—A. Oh, yes.

Q. Do they do very much, though?

Mr. HACKETT: They are not fed enough to be very effective.

Mr. GRAYDON: I realize that. I am more interested in the morale of these people, actually.

The WITNESS: Yes, they have been employed by the occupying authorities.

By Mr. Jaques:

Q. Have they been paid?—A. Yes, they are paid a nominal figure. I am not sure what the figure is, but they have been employed by the occupying authorities. In certain sections of Germany a good deal of forestry work has been done by people who are in these camps. Usually they maintain and take care of their camps. I understand that that is quite an ambitious engineering undertaking and it has been established by displaced persons themselves.

Mr. GRAYDON: Some of the engineering I saw would not come in that category.

The CHAIRMAN: I believe it would be in order now to revert to Mr. Riddell's statement in which he is giving us a general picture of the activities; and then we will go into the special sections and discuss the whole matter.

The WITNESS: Mr. Chairman, a good many of the matters I had in mind to mention have been brought out in the course of the discussion. The constitution of the International Refugee Organization which is now before you was approved at the last session of the General Assembly of the United Nations and was submitted to the members of the United Nations. The first signature to be placed on the document was that of the Canadian representative, and the constitution is now before the Canadian parliament for ratification.

I might say a word or two in regard to the coming into force of this constitution. It is provided in the document that it shall not come into force until it has been signed and ratified by fifteen members of the United Nations whose total contribution amounts to 75 per cent of the total budget of the Organization. The constitution has been signed by fourteen, only three of whom have ratified it. The contributions of the fourteen states together amount to approximately 73 per cent of the budget; therefore, if it is signed by one or two more states and ratified by all fifteen the constitution will go into force.

By Mr. Graydon:

Q. Is there a prospect of that happening?—A. Yes, there is a very good possibility that two more states will sign within the near future. The question or ratification is more difficult and may take a little more time. There was some urgency in the matter since UNRRA, which is now administering the displaced persons' camps, will terminate its activities in the middle of the summer. The Preparatory Commission for the International Refugee Organization, for which provision is also made in the document before you, is now meeting in Geneva. Some concern has been expressed because of the fact that it is necessary to recruit personnel to administer the camps and carry on the work of the I.R.O. When this body comes into existence that personnel could most logically be recruited from UNRRA, and if this is to be done—it must be done soon—the extra signatures and necessary ratifications are wanted now. A difficulty may arise, however, between the termination of UNRAA and the time this constitution comes into force. It is hoped the Preparatory Commission of the International Refugee Organization may be able to carry on in some form during that intervening period.

By Mr. Hackett:

Q. Have you got the names of the states which have signed? I suppose the United States and the United Kingdom have signed?—A. Yes, I can give you a full list, if you wish: Canada, Dominican Republic, France, Guatemala, Honduras, Liberia, Netherlands, New Zealand, Norway, Phillipine Republic, United States of America, the United Kingdom, China, Belgium.

Q. What about Australia?—A. Australia has not yet signed. It is possible she will sign shortly.

Q. And South Africa?—A. South Africa has not yet signed. I am not sure whether they intend signing or not.

Q. They are not in the list, unless I have looked in the wrong place?—A. They are immediately after the Ukraine on page 17.

By the Chairman:

Q. Are there any governments which have accepted the draft constitution of which you know?—A. The governments of New Zealand, the United Kingdom and China have signed without reservation.

Mr. HACKETT: Russia has not. I see the Soviet Republic.

By Mr. Graydon:

Q. Are there any of the Russian satellite states in this at all?—A. They took part in the conferences in which this constitution was prepared, but it is unlikely they will sign.

Mr. COLDWELL: They were fundamentally opposed to most of the sections dealing with these displaced persons. I am quite sure that they will not sign. Their view was that persons who would not return to their countries of origin, must, of necessity, fall into one of the three categories and therefore, they should not be responsible for any expense in connection with their maintenance.

Mr. GRAYDON: I know when this question came up at the General Assembly in London the Soviet representative as well as the Soviet's satellite states representatives were strongly opposed to the British idea of having an International Refugee organization. They voted against it and fought against it so far as my memory goes. I am amazed there was as much progress made at the second Assembly as there was.

Mr. COLDWELL: As a matter of fact, the voting on this was quite interesting. In almost every instance, almost everyone voted for the amendments proposed in this constitution and proposed by the Soviet Union. It is for this reason the criticism of the countries now in charge is rather queer criticism, because everything was done by the countries to protect people who did not wish to return.

Mr. HACKETT: Why would a country like Sweden stand out?

Mr. COLDWELL: Sweden abstained from voting on the constitution, but supported most of the definitions.

Mr. HACKETT: How about India?

The WITNESS: I think it is unlikely India will join.

Mr. COLDWELL: Again, India abstained on the ground that this did not deal with Asiatics.

The WITNESS: There is a problem in connection with repatriation. I think the Indian government feels it has social problems of such magnitude of its own, and also that this problem is one which does not specifically and directly concern it.

Mr. JAUQUES: The fact remains that the United Nations has taken action after the majority of people have been repatriated. This is the point I should like to make.

Mr. HACKETT: Even if that were true, what bearing would it have on what we are trying to do?

Mr. BENIDICKSON: Even if it were true, there are still many people left. Have we had an estimate of the number of people left?

The WITNESS: There are roughly 850,000.

Mr. JAKES: Why have they been singled out?

Mr. GRAYDON: Because they did not belong to Soviet Russia nor is Soviet Russia their place of origin. Those people who are in there now, none of them are Soviet citizens. These are Poles, Jugoslavs, Balts, and 156,000 others.

The WITNESS: In the others, there may be included some who are Russians, but I should not think the number would be large.

Mr. GRAYDON: Then, my statement is not quite correct.

The WITNESS: I think it would be unfortunate if we accepted as a fact that the initial repatriations which took place after the armistice were, to any extent, forced repatriations. My understanding is that it was largely a voluntary repatriation on the part of the people who were extremely anxious to get home to their place or origin. It was a movement of people which took place in all directions. The 850,000 people who are now in displaced persons camps, represent a genuine, solid core of refugees.

Mr. JAKES: Then, it is not true at all that a large number of people were forcibly repatriated at the point of the bayonet? They were not fired into and hundreds of them did not commit suicide, those stories are false?

The WITNESS: Well, Mr. Chairman, I do not think anyone in Canada knows everything which happened in Europe during that period immediately after the war, particularly in the eastern part of Europe.

Mr. GRAYDON: I think that is a miracle of understatement.

Mr. JAKES: I am speaking about what happened on this side of the iron curtain.

The CHAIRMAN: In the case of Holland, France and Belgium, those who were repatriated were so glad to go back to their own country, you could not prevent them. The pressure was tremendous.

Mr. JAKES: I am referring to those people who were forcibly repatriated to behind what has come to be known as the iron curtain. Then, all the stories we heard of them being forced into troop trains, into cattle trucks and forced to go at the bayonet, hundreds of them committing suicide; none of that is true?

Mr. MARQUIS: Part of it may be true and part may be untrue. We do not know exactly how it happened.

Mr. MACINNIS: The point is, we have no way of ascertaining how much is true and how much is untrue. There are things happening in Canada which may receive a great deal of publicity and we all know that what really happened was not what we heard had happened.

Mr. COLDWELL: If Mr. Jakes had been present at the meeting at which this constitution was discussed and adopted, he would have—I have no doubt Mr. Graydon will remember and I suppose in London the same thing happened—he would have found out that the sole criticism levelled against the United States and Britain was that they had protected these people from repatriation, as it was called, had discouraged them from going back to their country of origin, not that they had forced them at the point of the bayonet.

Mr. JAKES: I am not saying who did the forcing. I was not there. I am only repeating what we have all read, not only in the newspapers in this country, but in magazine articles, signed articles, by reputable war correspondents. We have all, I suppose, had letters from constituents who have beseeched us to work in behalf of one or more of their relatives who had no desire to be repatriated.

Mr. HACKETT: I wonder if Mr. Jaques would consider this; is not the question which he asks and the questions which he has asked throughout the day, possibly a topic for a separate enquiry; but are we not impeding and delaying the aid we can give to those who are still within reach of assistance, by making this enquiry into the unhappy lot of those who were dealt with before the agency we are trying to set up could come to their rescue?

Mr. MARQUIS: And that is something over which we have no control at all.

Mr. JAKES: For one obvious reason, all my questions have been directed to this point, for what reasons have these people been sifted out? I think that is the most important point.

Mr. MACINNIS: Mr. Chairman, I wonder if Mr. Jaques is opposed to giving assistance to those who are left?

Mr. JAKES: No, not on general principles, certainly not, but if these people have been sifted out for reasons of a racial, religious or even political nature, then I think these cases should be very carefully examined.

Mr. MARQUIS: Yes, but Mr. Chairman, if these things have been done by countries over which we have no control at all I do not know what steps could be taken by this committee to make recommendations concerning the matter. If it had been done by our own country, it would not have been the same thing, but I do not think Canada has done anything of the kind in relation to the people who were forcibly repatriated.

Mr. MACINNIS: May I ask again, then, if this would be Mr. Jaques' position? He clarified it somewhat, but it is not quite clear. He would be opposed to Canada rendering aid to the persons now in the displaced persons camps until he had definite information as to the reason for their survival?

Mr. JAKES: That is not the point I am making at all. I have never said that I opposed the repatriation of these people. What I do want to know, if I can find out, is on what ground they have been shifted out from the millions who found themselves displaced and who have been, willingly or unwillingly, repatriated.

The CHAIRMAN: It must have been due to the fact that those who remained must have been there of their own volition. It may have been due to the hope they would be able to come to South America or Canada, or some place like that.

Mr. MACINNIS: Or their refusal to leave the camps.

Mr. JAKES: That is obviously true, but why should these particular ones be granted the right to choose their future place of residence when millions have been sent back whether they wanted to go back or not. Is it suggested that all the stories we have heard and all the evidence of that kind is entirely false?

Mr. MACINNIS: There is one other question which I should like to have answered. Is there any evidence, Mr. Riddell, that anybody or any group of people have been removed from the displaced persons camps since the displaced persons camps have been set up and recognized—

The WITNESS: Against their will?

By Mr. MacInnis:

Q. Against their will?—A. No, there is not.

Mr. COLDWELL: Is it not a fact, Mr. Riddell, the recommendations of the countries which wished to have some repatriation, perhaps on what we might call a compulsory basis, were denied the right of sending persons in to investigate and pick up people in these camps upon whom pressure could be exercised?

The WITNESS: Yes, that is quite true. It has been pointed out that the general criticism of the western occupying forces in Germany and Austria has been that they have not repatriated enough people rather than that they have

repatriated too many people. As I said, we have enquiries from time to time concerning charges that forced repatriation had taken place or was taking place. We would be glad to make further inquiries with regard to specific cases of this kind.

The CHAIRMAN: Is there any specific charge you have from any newspaper or any organization, Mr. Jaques?

Mr. JAUQUES: I do not have them at hand or even on file. Surely all the members of the committee are familiar with them. I might make this explanation; when these forcible repatriations were being made, it was under an entirely different administration in the United States. In those days the policy was one of complete appeasement toward Moscow. Now, of course, the policy is different. It is quite the reverse. Now, the United States is getting tough. Naturally, that policy extends to repatriation as well as many other things.

The CHAIRMAN: Is it not the opinion of the members of this committee that the displaced persons camps should be abolished as quickly as possible, in a practical way, because of the physical, spiritual and mental deterioration which is taking place. I suppose that is the basis of our discussion this morning. Canada desires to do her share, as do all the other nations who have signed this protocol. It is the desire to abolish these camps as quickly as possible and to return these people to a normal life. I believe that is the basis for our discussion this morning.

It is now nearly twelve-thirty, is it your desire to continue until one o'clock?

Mr. Low: This report, unfortunately, did not come into my possession early enough to enable me to read it before I came here. For that reason, I should like to go over it rather carefully before we go too far into the discussion of it.

Mr. BENEDICKSON: I recognize I did receive a copy of this memorandum in the mail, but we all know we receive a great number of documents of this kind. I would just suggest that, if it were sent out under the auspices of this committee, it should have been ear-marked as a subject for discussion at this meeting. Then, I think we would have read it rather than putting it aside for week-end reading. If, in the future, there is anything of a similar nature to be mailed to us which is going to be the subject of a discussion at the next meeting, a letter should be attached to it saying this matter is coming up for discussion in the External Affairs Committee. Then, we would be prepared in advance of the discussion, and we would not put the material aside to be read at a time when we had more leisure.

Mr. MACINNIS: I would suggest, if Mr. Riddell has not any further explanation to give us this morning, we could adjourn now and perhaps the steering committee could take this matter under review and have a definite recommendation for us on it at the next meeting.

The CHAIRMAN: That is for future discussion and for future decision. Is that agreed?

Agreed.

Before we adjourn, we received the authority of the members of the committee at our last meeting to send a letter of thanks to the people who were so kind to us during our visit to New York. Letters have been sent to the following:

Trygve Lie, Secretary-General, U. Nations.

L. B. Pearson, Under Secretary of State for External Affairs.

Byron F. Wood, Director of Bureau of General Services, U.N.

Byron Price, Assistant Secretary General Administration and Finance, U.N.

Benjamin Cohen, Assistant Secretary General, Public Information, U.N.

William Agar, Chief of Speakers Section, Public Liaison Division, U.N.

Mrs. Janet Salemanca, Speakers Section, U.N.

A. P. Lait, Canadian National Railways, New York.

Mr. Saunders, Director of Transportation, U.N.

Miss Gertrude McKetterick, Transportation Headquarters, U.N.

Jehan de Noue, Chef de la Section du protocol, Nations Unies.

I must say those people were very kind to us and went out of their way to make our trip a most pleasant one.

Mr. BENEDICKSON: I see those letters went out through the secretary. I trust another letter went out on behalf of our group, speaking of the many kindnesses of the secretary.

The CHAIRMAN: That was done.

The committee adjourned at 12.30 p.m.

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(SESSION 1947)
(HOUSE OF COMMONS)

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(STANDING COMMITTEE)
(ON)

(EXTERNAL AFFAIRS)

MINUTES OF PROCEEDINGS AND EVIDENCE
No. 4

TUESDAY, MAY 13, 1947

WITNESS:

Mr. W. D. Matthews, Chief Administrative Officer, Department of
External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



ERRATA

The order of reference under date of April 30, 1947, printed on page 49 of the minutes of proceedings and evidence No. 2, should read in part

The Constitution of the International Refugee Organization of the *United Nations*, etc., etc., and not of the United States.

ORDER OF REFERENCE

MONDAY, May 12, 1947.

Ordered—That Votes Nos. 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55, and 56 inclusive, of the Main Estimates 1947-48, dealing with External Affairs and referred to the Committee of Supply on March 4, 1947, be withdrawn from the Committee of Supply and referred to the Committee on External Affairs.

Attest

ARTHUR BEAUCHESNE,
Clerk of the House.

MINUTES OF PROCEEDINGS

TUESDAY, May 13, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Beaudoin, Bradette, Coldwell, Côté (*Matap.-Matane*), Croll, Diefenbaker, Fleming, Jaenicke, Jaques, Kidd, Leger, Low, MacInnis, Marquis, Pinard, Winkler.—(16).

In attendance: Mr. W. D. Matthews, Chief administrative officer; Mr. S. D. Hemsley, Assistant chief administrative officer; Mr. H. F. Clark.

The Chairman read a report of the Steering Committee under date of May 12 recommending methods of procedure.

A letter to the Chairman from Mr. Eric W. Morse, United Nations Society in Canada, under date of April 8, 1947 was read.

Ordered,—That Mr. Morse's letter and attached correspondence be printed as appendices. (*See appendices A, B, C, and D.*).

The Committee began its study of External Affairs Main Estimates as referred, being items 41 to 56.

Mr. W. D. Matthews was called, interrogated and retired. He was assisted by Messrs. Hemsley and Clark.

The witness distributed copies of a comparative statement relating to the Estimates of External Affairs Department.

At 12.15 the Committee adjourned at the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 13, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Order, gentlemen, please. I should like to compliment you for coming early to this meeting on such a rainy day. If I may be permitted, I will read a memorandum from the steering committee which met on May 12, 1947.

The steering committee of the committee on External Affairs met this day at 2.15 o'clock in the office of the chairman.

Members present: Messrs. Low, Winkler, Leger, in addition to the chairman. Messrs. Fleming and Jaenicke also attended.

At this point I must state that when we found we could not get the regular members of the steering committee, we called the members of the different parties so that all parties would be represented at that meeting.

After discussion, the steering committee decided:—

1. To meet on Tuesday to begin the discussion of the External Affairs estimates which were referred to the committee, taking as the last item general administration.

2. To resume its discussion on the constitution of the Refugee Organization, and D. P. with Mr. Riddell in attendance for questioning. Reference was made to the inter-departmental government committee on refugees.

As you will notice we are not continuing the discussion of the resolution on displaced persons, the reason being Mr. Riddell is presently in Toronto. He is delivering a speech there so that the members of parliament and others will know what this is about.

3. To place before the committee a letter from Mr. Eric W. Morse, National Secretary, United Nations Society of Canada, addressed to the chairman.

I will now read that letter. (*See appendices A to D inclusive this day's evidence*).

If you agree we will have this letter presented with the evidence and also the other correspondence attached thereto.

Some hon. MEMBERS: Agreed.

The CHAIRMAN: Carried.

I again reiterate my invitation to the members of the committee to give consideration to phases of the committee's report to the House inclusive of recommendations. As you will readily appreciate the matters we have to discuss are so intricate and so involved that it would be asking too much of the chairman to do all the work of preparing the draft report. So I am going to suggest that we have special sittings to consider sections of the report to be made in accordance with our terms of reference, each one relating to a particular phase of external affairs. That is one of the reasons why we have here today Mr. O. W. D. Matthews, chief administrative officer; Mr. S. D. Hemsley, assistant

chief administrative officer and H. F. Clark. They will be ready to give you all information respecting the items of the estimates starting with item 41, the estimates being for departmental administration; and then we will go on to item 43 which relates to administration. Yesterday in the steering committee it was decided that we would leave the administrative item over until the last; and it is always a prerogative of our members to reopen any discussion at any time they wish. The officials of the Department are prepared to deal with departmental administration.

Mr. CROLL: What is the one we are on this morning?

Mr. MATTHEWS: Vote 41, which includes the provision for information work.

The CHAIRMAN: I believe it will be satisfactory to every one. We are really in the hands of the departmental officials who are here to deal with the activities of the department. We will now ask Mr. Matthews to proceed.

W. D. Matthews, Chief Administrative Officer, Department of External Affairs, called:

The WITNESS: Mr. Chairman, I would like to start by having these mimeographed sheets passed around to the members. They give a great deal more information than the printed estimate book concerning the appropriations for last year and the expenditures for last year. If I could have these handed around then I could explain various points about them. On the first page, Mr. Chairman, the first column shows the estimates as they are printed in the estimate book. That includes the amounts for the supplementaries passed last June, but not for the supplementaries that were passed in March. The second column includes supplementaries passed in March, and the pages of detail also show the transfers that were made between heads of expenditure with the approval of treasury board. The third column is for 1946-47 expenditures which are subject to minor adjustments because the books are not yet closed. It would be fairly accurate for all expenditures from Ottawa, but not for the expenditures from our offices abroad as the March accounts are not in from all our missions. There will not be wide variations in total amount because we know how much money they got but there may be variations in the breakdown according to heads of expenditure and the details. The 1947-48 estimates are as printed. The next column shows you the amounts for information work for 1947-48. Actually the estimates were prepared last November which was long before the decision was taken to consolidate the information service with the department. The amounts in the third column show the amounts prepared by C.I.S. for estimates for this fiscal year. They were included in the Department of External Affairs estimates when printed and the breakdown under the various subheads of expenditure are shown in the following pages. For comparative purposes the C.I.S. estimates for 1946-47 and their expenditures for 1946-47 are given. There again, there may be some slight variation in the actual expenditures because the books are not closed for the fiscal year but the variation will be very slight.

I am not sure, Mr. Chairman, just what the committee would like me to refer to. The details of the vote for departmental administration are given on the fourth page of this mimeographed material.

By Mr. Croll:

Q. What do you mean by temporary assistance? You have quite a large amount in there.—A. That is salary payment for everyone who is not a permanent civil servant, a technically permanent civil servant.

Q. Yes, but this is quite a large amount.—A. Yes. We have the details here.

Q. How many would you have who are not permanent?—A. We have the actual figures used for the preparation of the estimates.

Mr. FLEMING: Mr. Chairman, I do not want to interrupt, but could we have some direction as to the way we are to take these statements up. There was a statement made in the steering committee that there would be, perhaps, quite a lot of general discussion under the head of departmental administration; it might be held over and we might dispose of some specific items.

The CHAIRMAN: We have votes 41 to 46 which have been referred to us. I do not think we can take the others up yet.

Mr. FLEMING: I want to prepare on how we are to go about it.

The CHAIRMAN: If it is satisfactory we could call item by item, unless some other arrangement would be more convenient for the officials of the department.

Mr. FLEMING: Would Mr. Matthews be prepared to discuss any of these items?

The CHAIRMAN: We might follow the suggestion of Mr. Matthews and take page 5.

The WITNESS: I thought you wanted departmental administration, but we are prepared to deal with any item the committee may wish to call.

Mr. CROLL: If that is departmental administration, I thought you wanted that first.

Mr. MARQUIS: This is vote No. 41.

The CHAIRMAN: What I had better do probably is call the items one by one. If you want to you can leave that one out for the time being; if you are not prepared to proceed with any item that is called it may be held over and dealt with at some later time. Now, item No. 41, departmental administration; we can go on with that one.

The WITNESS: Sure.

The CHAIRMAN: I believe it will fit in with Mr. Matthew's idea of going on to page 5 of his report, and then call all these items, the first one being salaries, and then temporary assistance and other items so as to have coordination in our discussion.

Mr. FLEMING: Has Mr. Croll's question been answered?

Mr. CROLL: I will accept the chairman's suggestion and wait until we come to it—if there are any other items with which the committee desires to deal first—and then when we reach that one I can ask my question again.

The CHAIRMAN: It will lead to better coordination in our report if I call the items one by one.

Mr. CROLL: All right.

The WITNESS: The salaries make provision for the permanent members of the staff serving in Ottawa; the ones who are permanent civil servants. There are 64 included in that item.

Mr. JAENICKE: You have that right in page 106 of the estimates.

Mr. FLEMING: That compares with 65 for last year.

The WITNESS: Yes, 65 last year. Those are the figures as we foresaw them last November. Various people have been moved back here and there are always changes being made in the staff.

Mr. FLEMING: There is not considered to be any need for expansion in the permanent personnel of the staff.

The WITNESS: A very large proportion of the people who have been brought in will be made permanent but they are now not permanent appointments and we can only provide under this heading for persons who are permanent at the

moment the estimates are prepared. If we get others made permanent we will be able to transfer funds from the provision for temporary assistance to cover the new permanent appointments. That of course will have to be done with approval of the treasury board.

Mr. MARQUIS: It will not make any great change in the actual expense, they will come over to permanent positions from temporary ones?

The WITNESS: No, it will not make any difference in the expenditures.

Mr. MACINNIS: Many of those temporary appointments are permanent except in the terminology of the civil service commission.

The WITNESS: Yes, we hope a large proportion of them will become permanent.

Mr. CROLL: Why are they not permanent now?

The WITNESS: The reason they are not permanent now is because during our period of great expansion, that is during the war, the civil service commission was not holding competitions to qualify people for permanent appointment. Now, the commission has started competitions for permanency. We are advising every one of our temporaries to take those examinations now and if they are successful we will be able to approach the commission and ask them to make the appointment permanent in the technical sense. The results of these examinations held by the civil service commission for the general clerical and stenographic grades are not out yet but the examinations have been held. We have asked the commission to advise us of the names of the members of our staff who have qualified for permanencies so that we can begin turning the wheels to complete the process.

Mr. CROLL: I am not concerned with the stenographic staff as much as I am with the higher grades who have been with you for perhaps many years and are still there on a temporary basis. I mean the people who are valuable to your department, and who are in a grade say two or three grades above the stenographic staff?

The WITNESS: The same situation applies to them because during the war, with two exceptions there were no examinations for permanency. The exceptions of persons who could qualify for permanent appointment were as follows. One was for the foreign service officer grades and it included third secretaries and up. It was considered they could qualify for permanent appointments because the examination applied to people who were overseas serving in the forces. Actually the examining board, including Mr. Hemsley, went around Europe examining people for appointments. The competition was designed for persons in the forces overseas and that procedure was not considered prejudicial to people who were serving abroad. The second group is that selected by special examinations conducted for the selection of stenographic staff for our offices abroad. The department does, from time to time, review the case of individuals who have been appointed as a result of those examinations. Normally we cannot make them permanent until they have served for a year in a temporary capacity. Periodically we review all the foreign service officers who have been in the service for a year or more and all who have given satisfactory service will then be recommended for permanency. Such a review is under way at the moment. Where a foreign service officer has over a year's standing in the department the case will be considered and a recommendation will go forward for permanent appointment of those who are considered satisfactory.

Mr. CROLL: So that a large number of these may be on foreign service.

The WITNESS: For civil service purposes instead of having a person appointed into the grade of third secretary, second secretary, first secretary, they are now appointed foreign service officers grade I, II, III, and they are called 1st or 2nd or 3rd secretaries. They serve either in Ottawa or at the posts abroad.

Mr. FLEMING: Are there increases provided for in salaries all the way down the line to account for the increase in this appropriation from \$176,000 in last year's estimate to \$213,000 this year?

The WITNESS: I can give you the detail of the way that increase is reached. Annual increases aggregated \$4,980. Persons transferred from offices abroad to serve in Ottawa, \$15,390.

Mr. FLEMING: How many people in each case are involved; that is those who have an annual increment?

The WITNESS: I will have to count those, I have not got the total. There are forty who received annual increases. There are four who were transferred from posts abroad to serve in Ottawa whose total salary was \$15,390. Then there is a large group who were receiving cost of living bonus which bonus has now been consolidated with the salary and therefore although there is a paper increase there they are still receiving the same amount.

Mr. MARQUIS: That amount was paid last year.

The WITNESS: Yes, it was paid last year and there is a decrease in "Other Paylist Items" and an increase in the salary appropriation.

Mr. FLEMING: How many individuals were there involved in that?

The WITNESS: Thirty-three. There were six new appointments, a total of \$23,865. That makes a total increase of \$63,995. Certain decreases have been subtracted. There were people transferred to offices abroad, \$30,590. There was one resignation, a decrease of \$1,620; one replacement at a lower salary of \$300; making a net increase of \$31,485.

The CHAIRMAN: Are there any more questions on the salary item? The next item will be temporary assistants. Is that item covered by the answers given to Mr. Croll's question?

By Mr. Croll:

Q. Have you the number of the temporary assistants?—A. Yes, the total number in Ottawa at the present time is 368.

Q. And outside?—A. I will have to go to another vote for that figure.

Q. Do not bother, then.—A. That is covered by another vote, sir.

By Mr. Marquis:

Q. This item would cover the 368 employees?—A. Yes.

By Mr. Jaenicke:

Q. Would some of the higher officials such as counsellors be included in that item?—A. Yes, because a certain number of them had not been appointed by the civil service more than a year ago. For instance, Mr. Pierce, who is going as Ambassador to Mexico had been serving in a temporary capacity for some time. He was covered by the temporary vote in the estimates. Mr. McDermott, Mr. Pierce, Mr. Hebert, Mr. Hopkins, all in the counsellors grade, are included in this item and there will be others right down the line to office boys.

By Mr. Fleming:

Q. This item shows a very substantial increase over last year's expenditure. It has risen from \$391,000 to about \$681,000. How do you account for that increase?—A. Well, the greater part of that increase results from the fact the 1947-48 estimates include a provision for the information work which was in a separate C.I.S. estimate last year. The amount included is a figure in the fifth column, \$146,440, so that brings the comparison down to \$534,000 which still is a very substantial increase.

Q. That is about half of the increase?—A. Yes.

Q. The increase aggregates about \$280,000 and the information service accounts for about half of that?—A. Yes. Part of the additional increase will result from the reduction of the other pay list item which is the third item. It has dropped from \$53,000 to \$15,000, resulting from the consolidation of the war bonuses with salaries. The bulk of the additional amount will be accounted for by the increased number of appointments. As you know, we have been bringing in large numbers of young men who were overseas. They are receiving training in Ottawa and then will go out in the field, or the majority of them will. The estimates this year allow for the appointment of a fairly substantial number of these men. Then, there will be expansion of the clerical and stenographic staffs which must take place with an expanding office.

Q. Is there a breakdown available showing a comparison of the personnel whose salaries are provided for under the item, temporary assistants, this year as compared with last year?—A. Yes, I could give you that comparison. I will give you, first, the position as we saw it when the estimates were prepared in November last. As I say, when dealing with these items you must remember some of the permanent personnel may have moved out of Ottawa since then. Last year there were six special assistants provided for in the estimates who were war-time appointments. This year there is one left in the estimates, but actually there are none left, in fact, today. So the item for Special Assistants to the Under-Secretary appointed on a war-time basis has dropped from \$34,350 to \$5,000. The number of counsellors provided for has gone up from nil last year to six this year, providing for a total compensation of \$36,300.

The number of first secretaries for which provision is made has gone up from three to five with an increase in compensation from \$13,500 to \$22,500. The number of second secretaries—we are really getting into the foreign service officer grade 3, here—is the same, two each year. The number of foreign service officers, grade 2, has gone up from seven to eleven, and in dollar amounts from \$23,100 to \$36,300. Two assistants in External Affairs, who were also war-time appointments, have been dropped, so there is a decrease there of \$6,120. The number of third secretaries for which provision has been made has gone up from 21 to 35, with an increase in the total amount of money concerned from \$51,630 to \$91,710. We have provided for three head clerks as opposed to none last year. I do not know whether you want all these items right down to the clerical and stenographic grades as well.

Q. I do not think we need all that detail. Just give the main items accounting for the increase of \$144,000 in salaries alone exclusive of the Canadian Information Service.—A. Yes.

Q. Does that cover the main items?—A. I think those would include the main items. There are salary increases in addition to new appointments of \$9,610.

Q. How many people are affected by that?—A. How many?

Q. Yes.—A. It would cover more than two columns, almost three columns on a foolscap page.

Q. It would be a substantial number?—A. It would be a substantial number, yes. The increase resulting from the consolidation of the cost of living bonus is \$65,000; the consolidation of war duties supplements with salaries, \$1,100. Reclassification accounts for \$7,335 and then, new positions which I mentioned, account for \$105,000; replacements at higher salary \$1,600; transfers from other offices and divisions \$9,200. To offset that, there are various decreases. Positions dropped which would be largely special assistants, account for \$26,200; third secretaries who were made permanent, \$5,000, so that is taken into the other item; transfers to other offices, \$5,900; replacements at lower salaries, \$2,900. The total of the increase is \$201,000, decreases \$40,000, so the net increase is \$161,000.

By Mr. Winkler:

Q. Mr. Chairman, it was mentioned a little while ago that a great many have been recruited from the armed forces. Is the total number so recruited available?—A. We have been working on the records to obtain that figure last night, but we are not quite satisfied with the result. We could bring that information to the next meeting.

Mr. JAKES: Mr. Chairman, this committee is considering the estimates, but I presume that will not prevent or preclude discussion on external affairs when the estimates come up in the House?

The CHAIRMAN: No, it does not take away any prerogative of the House of Commons. It is hoped it will shorten the debate on External Affairs, or, on the estimates, at least.

Mr. MACINNIS: We had the same discussion last year, but it did not prevent Mr. Jaques from speaking on the estimates when they came up in the House, so I think he will have the same opportunity this year.

The CHAIRMAN: It is not the idea of committee work to stop discussion. It may, and the hope is, that it will shorten the discussion on the floor of the House.

Mr. FLEMING: The hope is, as I understand it, the committee will clear up a lot of the details and then the discussion in the House can be confined to a general discussion on External Affairs.

The CHAIRMAN: The officials are able to speak directly to the members of the committee. They cannot do this on the floor of the House of Commons, so it is a great advantage to us to have this information from the officials concerned.

By Mr. Croll:

Q. I am back again where I started. There are 368 people in Ottawa drawing, if I see the thing correctly, \$390,000. By a quick calculation, that indicates about \$1,000 each. This seems a very low salary for people working in external affairs at all levels?—A. It is \$680,000 provided for in this year's estimate; \$390,000 is the actual expenditure last year.

Q. That is the actual expenditure last year?—A. On External Affairs; last year, the amount spent on the information staff was not included in our vote.

By Mr. Fleming:

Q. In other words, there were not 368 people whose salaries were charged against the \$390,000?—A. No.

Q. The figure of 368 is the figure for the fiscal year 1947-1948?—A. \$680,000.

By Mr. Croll:

Q. The thing with which I am concerned is, how many of those do you expect to make permanent this year?—A. That will depend on how many of them will qualify as the result of the civil service examinations for permanent positions. We would hope to make permanent all of those who have given satisfactory service, who qualify in a competition, and who have had the necessary one year's service in a temporary capacity.

Q. Have you any idea how many you have with one year's service or two years' service?—A. I have not got those figures up to date, but the bulk of those people will not have had an opportunity to qualify by means of a competition for permanent positions. A competition has been held in very recent months, the results of which are not yet out. Our department expanded so rapidly during the war and during that period, no competitions for permanent positions were held.

By Mr. Leger:

Q. Would you say you had a substantial number who have not served their year's service?—A. It would not be large, probably 50 or 60. It would not be a large proportion of that total.

Q. Most of them would be returned soldiers?—A. This will include female clerks and stenographers as well, but, certainly, most of the males would be returned soldiers.

By Mr. Jaenicke:

Q. You mentioned some counsellors and first and second secretaries being included in the number of 368. Are those people subject to civil service examination the same as anyone else?—A. Yes.

By Mr. Fleming:

Q. I was making a rough calculation along the lines of Mr. Croll's enquiry and if the 368 people worked for the full fiscal year, \$680,000 divided among them would work out to an annual salary average of \$1,900?—A. Yes.

Q. The number, 368, includes your clerical and stenographic staff?—A. Yes.

By Mr. Cote:

Q. May I ask the witness if the amount, \$477,440 is all the money that will be spent during this fiscal year on the Information Service, including salaries?

The CHAIRMAN: I do not want to interrupt you, but we are on page 5, item 2.

Mr. COTE: I know, I am on page 5, the second last column. There is an amount of \$146,444, for the temporary assistants' salaries, I suppose, and I see only \$20,000 for printing and stationery, a total amount of \$477,144. I understand that is the correct amount and will take care of all the expenses of the Information branch of the department?

The WITNESS: No, sir, when we broke up the figures which had been submitted by C. I. S. in the estimates, we broke them into the two separate votes which were appropriate for the External Affairs department. Those expenditures in Ottawa, were included in our vote for departmental administration, and expenditures abroad were included in vote 43, for representation abroad. Details of this item, are three or four pages farther along. It totals \$169,000 and is included in a separate vote.

By Mr. Cote:

Q. That would apply to this?—A. That would apply to that, yes.

The CHAIRMAN: Are there any more questions on this item?

By Mr. Croll:

Q. It strikes me, despite the fact the department has grown very quickly during the war, no one can deny that and it was quite right and proper, one of the things the department ought to do for its own good as well as for the good of the service, is, as quickly as possible, to make these men permanent so as to give them the security to which they are entitled. I think you have a disproportionate number of temporary assistants. There was a reason for that, but there will be no further reason for it. I, for one, desire to see these men made permanent as quickly as possible.—A. It is our intention, sir, as soon as the technical requirements are met, to go ahead and make them permanent.

By Mr. MacInnis:

Q. There is a provision in the Civil Service Act for a certain percentage of employees in any department that have to be temporary?—A. There is, but, with a rapidly expanding department such as ours is at the moment, that does not cause difficulty. When we reach our maximum, it might.

By Mr. Fleming:

Q. I should like to suggest there has not been much progress made in that direction during the fiscal year which closed on March 31. Is it to be expected there will be some substantial progress made in that direction in the present fiscal year?—A. Yes, because the Civil Service Commission, for the clerical and stenographic grades, has now held an examination which will qualify those people for permanent positions.

Q. I think we are more concerned with the people who are holding responsible positions in the department.—A. In those cases, our very large intake has been since the war. Appointments have been made from the young men who are coming out of the forces. We did have a review made so that a certain number were made permanent last year, but the number showing in the departmental administration will not have gone up. I think the total number of permanents in Ottawa, comparing March, 1947, with March, 1946, March, 1947, is up 14 and representatives abroad, the figures are up 15. There were very few of these people who came in early enough to have had a year's temporary service. There will be, I hope, a very large batch to be recommended for permanency as a result of the review which I mentioned earlier which is, at present, being made in the department.

By Mr. Croll:

Q. The practice of sending temporary people abroad strikes me as being not the most desirable thing. These people who leave their homes, cut away from their roots a bit, so to speak, find themselves in a temporary position with a possibility of having the position cut out from under them after perhaps two years service. It seems to me those people should be the last to be of a temporary nature?—A. The only reason it has been done is that, with the opening up of new missions our requirements abroad have been too great to staff all places with people who have had a year's service in the department. Quite apart from the reason you have mentioned, it would be desirable to have people serve one year in the department to learn the work of the department. Then, there would be a chance to make such people permanent before they were sent abroad. The demands on our staff have been so great that some people have had to be sent abroad with a very small period of training in Ottawa.

Q. Have there been any examples of people who went abroad on a temporary basis losing out?—A. No, I do not think we have told anyone who went abroad he had to come back. Actually, it would be the department's expense and responsibility if these people were moved back. There would not be a financial loss involved if those people were told they were not suitable.

Q. I am not thinking of the financial loss, I am thinking of other losses. You pick your people rather carefully, as I recall it, even those in the army you picked very carefully. Have you had any of those people fail on you in the competitions?—A. You mean during the course of the year?

Q. Yes.—A. No, I think everyone of those people have proven to be very satisfactory: It is a very remarkable result.

By Mr. Jaenicke:

Q. What educational qualification is required?—A. The minimum is university graduation which, in the case of most of those who have been coming in recently has been the maximum too, because they have not had the time to take post-graduate work. They were in the army.

Q. What courses would these people take at the university?—A. It would be chiefly general arts subjects, but not solely.

Q. Do you advertise those positions?—A. Yes, they are advertised in the ordinary civil service way. The advertisement as I recall it, says, university graduation, preferably with specialization in history, economics, political science or law.

Mr. JAKES: Economics, what sort of economics?

Mr. FLEMING: Not home economics.

Mr. JAKES: This is a pertinent question, I think. If it is economics as taught in the London School of Economics, I must say I should like to register a protest.

Mr. MARQUIS: Some of them receive lectures from Mr Gregoire in Quebec.

Mr. JAKES: That includes a great deal more than economics.

The WITNESS: I think economics, as a university subject, is rather a broad subject. We do not try to spell out the details of the curriculum of the university these people must attend.

Mr. JAKES: Shall I put it this way; supposing an applicant were to qualify by passing the very strict examinations to qualify as a fellow or associate of the Social Credit brand of economics, would you say he would be engaged?

The WITNESS: All we ask is a degree from a university of recognized standing. The applicant has to have a degree. The applicants write the civil service examination as well. We do not specify what university an applicant must attend or the nature of the course given at that university.

Mr. MARQUIS: You give the applicant a star for his science, whether it be social or not.

Mr. MACINNIS: It must be a recognized university.

By Mr. Jaques:

Q. Is there any qualification as to birth or nationality for the men who are to be appointed to confidential positions? Would those positions be given to people born in other countries or would those positions be confined to native born Canadians?—A. No, the requirement is that a person must be a British subject and a Canadian citizen.

Q. By birth?—A. No, with at least ten years residence in Canada.

By Mr. Winkler:

Q. Would those in the category of temporary assistants include those who were loaned by other departments or services not connected with the government?—A. No, it is just those who are on the Department of External Affairs payroll. There are none really loaned by other departments at the moment.

Q. There were in recent times, were there not?—A. There were various people who came on a temporary basis from the universities and such places as that. I do not recall any of the men who were loaned from other departments in Ottawa.

Q. Those who came from universities are not included in this list?—A. No, they would be included in the 1946-1947 figure, but they have all been dropped now for the current year.

Mr. CROLL: Just to see if we can make a little progress, may I suggest there is no purpose served in discussing these fixed items, such as freight and express. I do not know anything about them. The only other item which is fluid is the one for publicity and information.

By Mr. Jaenicke:

Q. There is a great difference in the freight and express figure. It has risen from \$750 last year to \$10,000 this year?

The CHAIRMAN: I believe it will be preferable to proceed in an orderly fashion and call the items. Then, we will know exactly where we are. Temporary assistants, any more questions on that item?

By Mr. Marquis:

Q. Mr. Matthews, is there any distinction in the qualifications of an applicant for the Department of External Affairs and the applicant for a position in any other department? Are the same requirements asked when these applicants pass their examinations under the Civil Service Commission?—A. The normal requirement is a five year period of residence in Canada while it is ten years for the Department of External Affairs.

Mr. JAKES: Mr. Chairman, just for my information, and the reason I ask this question is because I have heard considerable complaint about the matter down at the U.E.L., at least among some of the people I met, is Mr. Stanley Ryan an employee of the Department of External Affairs?

Mr. COTE: Who is he?

Mr. JAKES: Up until recently he was representing the Canadian Press, I understand.

Mr. JAENICKE: Mr. Pearson told us he was simply an employee of the United Nations.

The CHAIRMAN: That is what Mr. Pearson told us at a conference at the Biltmore Hotel last Tuesday. We were told he was a civil servant of the United Nations organization by Mr. Pearson.

Mr. JAKES: The point I am trying to make is this, Canada is credited, more or less, with his sponsorship.

Mr. CROLL: No, that is not so.

Mr. JAKES: Whether you think so or not, that is a fact.

Mr. CROLL: Mr. Pearson denies that.

Mr. JAKES: It will not help if he does; it cannot alter the fact. I say that he has been, and he has not brought credit to Canada as a whole. As I say, he is only one of hundreds of cases. He attaches the name of "Canada" to himself when he has no such name. I think there is too much of that sort of thing. If a man is going to occupy a confidential position in the service of his country, he should be beyond suspicion.

Mr. JAENICKE: I object to that, he is not in the service of the country.

Mr. COTE: I do not think it is proper for this committee to pass judgment or make remarks upon an appointee of the United Nations, and especially if that appointee is a Canadian. I think we should be the last country to criticize our own countryman. These appointments were made by a U.N. representative in Ottawa who had nothing whatever to do with the Department of External Affairs. I happen to know the man who has been hiring these people. He has nothing to do with the External Affairs Department. I think we should be the last ones to criticize Canadians who are appointed by the U.N. and solely by the U.N. I object to that and I think our remarks should be confined to the report.

By Mr. Marquis:

Q. Since we are dealing with the estimates of the Department of External Affairs, I should like to know, if that man directly or indirectly, received a salary from the External Affairs department? A. No.

Mr. JAKES: It was to find out whether there was any responsibility that I asked the question. There is a general misunderstanding and I just wanted to clear it up. Who recommended him, do you know that?

Mr. MACINNIS: There may be a time at which that point may be raised here, but it is not this time because it does not come under this item.

The CHAIRMAN: From the answer given by this official, it would appear this department had nothing to do with his appointment. I do not think we should go into the matter any further. Will the temporary assistants item carry?

Mr. JAKES: Just one last question, if a man, anyone, is appointed to the U.N. from Canada or any other country for that matter, does that country or does the government have anything to say or do about the appointment of that man?

Mr. COTE: I submit not. Appointments were made after an announcement had been made in the paper telling anyone who desired to apply for the job. There was a representative of the U.N. here in Ottawa who made the appointment or recommendation directly to the U.N. without the Canadian government having anything to do with it.

Mr. JAENICKE: Mr. Pearson explained he was in London at the time. A man was needed at the time and they took this man on.

The CHAIRMAN: The next item is a small one, "other paylist items."

Carried.

Printing and stationery.

Carried.

Freight and express.

Carried.

Telegraphs and telegrams.

Carried.

Postage.

Carried.

Travel and removal.

Carried.

Publicity and information, sundries.

By Mr. Coldwell:

Q. Will you outline generally, in view of the reduction, how that reduction comes about, Mr. Matthews, please.—A. The reduction in which item, sir?

Q. Publicity and information.—A. You see there was nothing in the 1946-47 departmental estimates for that.

Q. Yes, but it was a different vote, wasn't it?—A. It was voted as a Privy Council item for the use of the Canadian Information Service. You will see the amount voted for 1946-47 was \$204,000.

By Mr. Cote:

Q. And the actual expenditure was?—A. \$123,000.

Q. And they want to increase that?—A. Yes.

By Mr. Croll:

Q. I would say from press reports that I have seen that you are reducing the personnel abroad; is there any truth in that?—A. Actually at the moment personnel for the C.I.S. is really static. It is only a short time that the informa-

tion service has been in the department; a review is being made as to how it shall carry on. Everything is just stationary. I do not think there are any reductions other than normal resignations which you get in any event.

Q. I have the figures upstairs. I could go up to get them. They show that our information service abroad is only about one-third of the information service maintained by Australia and even New Zealand; and it is much less than the Netherlands and it is less than Belgium; and that I think is true also with respect to the United States. That, I think is a matter for some concern. I am wondering whether you are starving that part of the service or whether you are taking advantage of what that service can do? That is the object of my question.—A. As I was saying, sir, at the moment it is really a matter of reviewing what shall be done. I think, Mr. Chairman, that when it comes to a discussion of what the future policy and development of that service may be, it is an item which should be dealt with by Mr. Pearson. I am not competent to deal with it.

Q. It is a matter of policy, is it?—A. Yes.

By Mr. Marquis:

Q. Your proposed increase this year is \$37,000?—A. That is for expenditures on this particular item in Ottawa, yes.

Q. Last year the amount was \$204,000 and the expenditures were only \$124,000?—A. Yes.

Mr. CROLL: The item should stand in view of what I have asked. For instance, the suggestion that the Washington office will be closed. I saw that in the press. That will entail some reduction in wages and whatnot. It is a matter of some concern.

The WITNESS: In the details of vote No. 43 you will see the amount provided for offices abroad. With respect to Washington, in addition to the amount of the vote with which we are now dealing, there is an estimate of \$62,829.

Mr. CROLL: Where is that?

The WITNESS: That is on the next to the last page, sir.

Mr. MARQUIS: That comes in under another item. We might carry this one.

The CHAIRMAN: Of course, a standing committee is unlike a committee of the House of Commons; you can always refer back to any question or item.

Carried.

Now, gentlemen, I believe it will be in order to go back to the estimates of External Affairs. I do not believe we can deal with passports this morning, that is item No. 42.

The WITNESS: I am not sure how much detail you will need to go into that, sir.

Mr. MACINNIS: Is there very much that we need to go into on that item? We had quite a long discussion on it last year and I do not think it would be profitable to take time to go over it now.

The CHAIRMAN: Not unless some members of the committee could bring some new points up. We made some recommendations last year which were very valuable.

Mr. MARQUIS: Which item is that?

The CHAIRMAN: Passports, item No. 42. It may be that there are some members who may have some questions to ask or some changes they want to recommend.

Mr. LEGER: That item can stand, I suppose.

The CHAIRMAN: Yes, but I believe we should have a few words from Mr. Matthews.

The WITNESS: There is some detail with respect to the passport office which you will find at the top of the next page. We had supplementary estimates last year to bring the total authorized expenditure, \$126,000 of which we spent \$122,000. This year we estimate for \$137,000. That results from an increase in the number of passport applications coming in. The first quarter of the calendar year 1947 shows that we had something like 16,000 applications approved as compared with 11,000 for the same period in 1946.

By Mr. Low:

Q. How do you account for that?—A. I really am not sure, I will have to get that information for you from the passport officer; I imagine it is because travel restrictions have been lifted and more people are travelling.

Q. I was going to suggest that perhaps it was due to a relaxation of restrictions.—A. I think it is probably due to that, and a general easing of the difficulties of travel including the securing of accommodation.

Q. Have you any figures which would give us a comparison with the years prior to the war?—A. I would have to look up those figures, sir. I haven't got those with me. I should think that now it is larger.

By the Chairman:

Q. What is the revenue of the department?—A. I am afraid I haven't last year's revenue. The first three months of 1947 run around \$30,000 a month which is probably somewhat larger than the average for last year because the number of passport applications were particularly heavy at that time.

Q. For the first three months?—A. For the first three months of the calendar year.

Q. The department, then, is practically self-sustaining?—A. Yes, it is more than self-sustaining at the moment. Of course all the revenue is paid into the consolidated revenue fund, it is not added to our vote.

Mr. KIDD: I do not know whether I am speaking out of turn. I notice with respect to the last item that we have just passed that it was considerably above last year—\$1,534,000 as compared with \$767,480. Now we are passing on to passports. I would like to place myself on record as appreciating the general courtesy of the passport office. I would like to call attention to a matter which affects my own constituency. Before the war we had a United States consulate located at Kingston. That office has since been closed. I do not know what the committee can do or what the departmental practice is; but United States cut out these extra services at points like Kingston and the nearest point to which people in that area can apply for a passport or visa to go to the United States is either to Montreal, Ottawa, or Toronto. It was most convenient when the consular office was at Kingston. It served a large area. Now, these citizens have to go to Toronto, Montreal or Ottawa. The matter is one which I think should be brought forcibly to the attention of this committee, or perhaps I should have brought it to the attention of the Prime Minister on the floor of the House. By keeping places open offices of the kind to which I have referred often render a real service to the country. Like us, United States have all kinds of young men coming back from the army who are anxious to get employment. There are nearly half a million people in this area requiring service; and, as I mentioned, if any person wants to go to the United States he has to write a letter to Toronto and arrange an appointment. They get back mimeographed forms of some 20 or more pages and it takes quite a while to complete these. It used to be that they could go directly to the local office and get immediate service. The way it stands now, a person has to make application to a point like Toronto or Montreal or Ottawa, as I said: They then are required to go to, let us say, Toronto where they have to stay for two or three days. They have to write in for an appointment. They are told to be

there for nine o'clock and they find they have to sit around on a hardwood bench until eleven o'clock. Then the medical officer comes in to examine them; and very often they are told to come back again the next day. I think we should make some representation to the United States through the Department of External Affairs with a view to seeing if we cannot secure a little better service for Canadians in this area.

Mr. Low: That brings up the matter of the application of reciprocal arrangements. I do believe that our Canadian departmental officials are giving a far better service to the public than are those of the United States.

Mr. KIDD: Are you familiar with that? Do you know anything about it? Have you anything to do with it?

The WITNESS: No, sir; that is completely outside the department.

Mr. COLDWELL: What became of the discussions to facilitate passage across the border that we heard about last year? Are there not supposed to be some arrangements worked out by committees of the two countries to facilitate movements across the border?

The WITNESS: I understand there is still some discussion continuing. The person who would be most familiar with that would be the chief of our consular division, Mr. Chance.

Mr. KIDD: We have nearly half a million people in this area, and now these citizens are required to go to Toronto or Montreal and await their turn. It would be a lot easier if they had a consulate office in the Kingston area. As it is now, as I said a moment ago, they have to go to either city and stay for 2 or 3 days and sit around in the office there waiting their turn. I know of one case of a person wanting to go to the United States. He was told to come for a medical examination at eleven o'clock. He had to wait for the doctor to come in and instead of showing up at eleven o'clock the doctor did not come in until after lunch time. Frankly, I do not think such arrangements of that kind are very desirable.

Mr. JAKES: You are referring to the American government?

Mr. KIDD: Yes. The American government used to have a consulate at Kingston prior to the war. I think they have one now in the area of the international bridge (Ivy Lea).

Mr. LEGER: I thought that they had offices in all parts of Canada. I know that in New Brunswick we have only one U.S. consular office.

Mr. KIDD: Is there an office at the Ivy Lea bridge?

Mr. COTE: Yes, for certain things.

Mr. Low: Could we not call Mr. Chance?

The WITNESS: Yes, but he is on a trip at the moment and will not be back for about a month. Mr. Hebert is acting in charge while he is away.

Mr. Low: Whoever is in charge of that might come before the committee.

The WITNESS: It is not a matter of passports because you can go over to the United States without a passport now.

Mr. KIDD: It is not a matter of passports?

The CHAIRMAN: Would that not come under the department of immigration?

The WITNESS: I think it is really a United States department responsibility.

Mr. KIDD: Yes, but we want an improved American service. We had a pretty good set-up before the hard times came along in the '30's when they cut out so many offices. Now they have a lot of young men coming back from the army who need positions and my suggestion is that we invite them to open up more consulates in Canada.

Mr. CROLL: They are probably trying to cut their taxes too.

The CHAIRMAN: Now, the next item is 42, "departmental administration." That stands.

Item 43, "representation abroad", we were asked to leave that aside for this meeting to be discussed at a later meeting.

Item 44, "to provide for hospitality in connection with visitors from abroad."

Carried.

Item 45, "amount required to meet loss on exchange."

Carried.

Item 46, "grant to United Nations Society in Canada."

That is the matter referred to in the letter I read at the opening of to-day's meeting.

Mr. CROLL: They want more money?

The CHAIRMAN: Apparently they do. You will recall that last year Mr. Morse appeared before us and then some of the members of our committee made the statement that we were a little stingy, that the amount was small, and they expressed the opinion that the government might give more than was provided in the estimates. The result of that was the letter I read at the beginning of this meeting. It may be in order not to discuss that for a few moments; but I will recommend that a larger amount be granted to that organization.

Mr. CROLL: Had we not better know something about the work they do? First, I feel that that is a very stingy amount to give for the purpose for selling or even keeping the people of Canada informed on what the United Nations Organization does and what they are attempting to do. There is a different task to be undertaken and to be completed. Should we not know something of what they realize in revenue from their members and what expenditures they make and what they actually do before we recommend anything? A representative of that organization would be welcome before the committee, I think.

The CHAIRMAN: Well, if I appreciate the attitude of Mr. Morse when he was called last year he was rather pleased by the statements made by members of our committee. I believe that what he was concerned about at that time was the thought that a request for a large amount might be an imposition to some extent. Now, apparently he has changed his mind and accepts the ideas expressed, that a more substantial vote should be made available.

Mr. LEGER: I got the impression that they wanted to be independent.

Mr. MacINNIS: Could we not get somebody from the United Nations body in Canada to come before us and give us information?

The CHAIRMAN: That can be arranged.

The item stands.

Item 47, "administrative expenses of the Provisional International Civil Aviation Organization."

Carried.

Item 48, "Canadian section of Canada-U.S. Permanent Joint Board on Defence."

Carried.

Item 49, "Canadian representation at international conferences."

By Mr. Croll:

Q. There is a tremendous increase in this item. What is the explanation of that? I see the amount asked for this year is \$400,000 and the amount last year

was \$200,000; and I notice that you only spent \$298,000 last year.—A. It is an item for which the department really could not prepare a specific estimate because one does not know a year ahead what conferences are going to be called or how large your delegations to such conferences are going to be, but you have to know that you will have enough money to meet anything that may turn up.

Q. You must expect a considerable increase this year because you are asking for 100 per cent over last year.—A. So far this year there is a fairly large delegation to the trade conference in Geneva. Their expenses will come out of this vote. There will be a meeting of the United Nations in September and there is a special United Nations meeting that is going on now. There may be a number of conferences called which might call for very large delegations, and this merely is an attempt to get an outside figure to make sure that we will not cramp our delegations and be able to send the people we really need.

MR. MARQUIS: And last year, in the supplementaries, you were voted \$324,000 on this account.

MR. LOW: But they only spent \$298,000.

MR. MARQUIS: The estimates covered a very large amount.

MR. COLDWELL: And the next meeting of the assembly is in September?

THE WITNESS: Yes.

MR. MARQUIS: If they do not know how much they are going to need, I think all we can do is give them a vote of this kind.

MR. KIDD: I have a question I would like to ask about the Imperial Graves Commission. I understand that our high commissioner is our representative on that commission. Does the expenditure for that come under this item?

THE WITNESS: No, I think you will find that is provided for in an estimate for the Department of National Defence.

THE CHAIRMAN: The officials of the Department of External Affairs made a special request that the committee should allow item 43 to stand.

The next item is 50.

Item 50, "Grant to the International Red Cross Committee".

Carried.

MR. LOW: May I just ask this; is that \$20,000 a return to the peacetime level?

THE WITNESS: No, during peace time no grants were made at all to the International Red Cross. It is supported entirely by contributions from the Swiss, but there is still a certain portion of the wartime activities to be completed. So it was thought it would be reasonable to give them half of the amount they received during the war years to assist them in their winding-up work.

By Mr. Coldwell:

Q. Will that be finished this year? Have you had any correspondence with them on that point?—A. I do not think I have it here.

Q. Have you seen their budget at all?—A. They did give us some figures showing what they anticipated their expenditure would be. It is well below the war level and the department thought that it should do something so made the grant to conform more or less with the budget which is about at one-half of the wartime expenditure level. We thought that one-half of our wartime contribution would be appropriate.

Q. What I was thinking of was the voluntary contributions of Red Cross Societies in the various countries; what they contributed during the war. Even in the postwar period you have the Red Cross doing a tremendous amount of work in the occupied countries.—A. Of course, this is the International Red Cross.

Q. Yes, I know it is the International body which looks after the prisoners of war, the internees, the mail service and so on during the war.—A. Yes. It is not a question of an assessment of a portion of their budget, it is a matter of voluntary contributions by governments.

Carried.

Item 51, "grant to the United Nations organization for 1947".

By Mr. Low:

Q. Mr. Chairman, I would like to know what that covers?—A. That is Canada's contribution to the United Nations for this year.

Q. The amount of our assessment?—A. The amount of our assessment, yes.

Mr. COLDWELL: It is our part of the project?

The WITNESS: Yes.

Mr. COTE: That is the expenditure which Canada is committed to make for the work of the secretariat of the United Nations.

By Mr. Low:

Q. Pardon me, may I go into that; we passed an item a moment ago for the expenses of certain delegates to international conferences?—A. Yes.

Q. Does that item, \$895,000, the grant to the United Nations, cover the total expenses of our delegation down there?—A. No, that is our contribution to the budget of the United Nations. It has nothing to do with our delegations attending the United Nations' conferences.

Mr. COLDWELL: It is in connection with Canada's part of that work.

Mr. MARQUIS: In the report at page 127 you will notice that for 1946 Canada's contribution was \$387,000, on a basis of 3.5 per cent of the United Nations' secretariat budget.

By Mr. Low:

Q. It is not quite clear to me. I see that we have a grant to the United Nations and at the same time we have a vote to take care of our delegations to the United Nations. Why was that done?—A. Because each country which is a member of the United Nations is assessed a certain amount of the anticipated budget of the United Nations, which includes the secretariat and all operating expenses. This \$895,000 is to permit us to pay that assessment. Each country in turn has to pay for its own delegations attending United Nations' conferences.

Q. I see now.—A. The United Nations does not pay the expenses of our delegates who are living in New York. We have to pay that, and the other vote is for that purpose.

Mr. COTE: And this is our part in the budget?

The WITNESS: Yes.

Mr. MACINNIS: And that is for the general administrative cost of the United Nations' organization?

The WITNESS: Yes.

The CHAIRMAN: Item 52, "portion of expenditure of the Imperial Economic Committee."

Mr. CROLL: What is that? I suppose that is in connection with the Imperial conference?

The WITNESS: Actually all these votes from here down are ones that come under the jurisdiction of the economic division and I think if there are any questions on the nature of these organizations it would be best to have the chief of that division over. I think Mr. Pierce did go into some detail last year before the committee on the same items.

The CHAIRMAN: It is now twelve o'clock, gentlemen, and we have pretty nearly reached the end of what the officials before us can answer. If you agree, this might be a good place at which to adjourn.

Mr. Low: I think it would be wise to follow up the suggestion the witness has just made and have these officials here.

The CHAIRMAN: Yes, and leave that.

I am voicing the sentiment of the members of the committee, Mr. Matthews and gentlemen, in conveying our sincere thanks for your very complete answers to our questions.

Then, if it is agreeable to the committee we will adjourn until next week.

Carried.

The committee adjourned at 12 o'clock noon, to meet again at the call of the chair.

Appendix A

UNITED NATIONS SOCIETY IN CANADA

NATIONAL OFFICE

OTTAWA

April 8, 1947.

J. A. BRADETTE, Esq.,
Chairman,
House of Commons Standing Committee on External Affairs,
House of Commons, Ottawa.

DEAR MR. BRADETTE:

Government Grant to U.N. Society

Confirming our recent telephone conversation I attach self-explanatory correspondence with the Under Secretary of State with regard to the government grant to this Society, discussed in your committee June 18 and July 2 last.

Voluntary support from the public has not proved to be nearly adequate to carry on in Canada a proper campaign for public education in international understanding. If your committee feels as it apparently did last summer, when I appeared before it as a witness, I feel certain that it will view with dismay the Treasury Board placing this urgent question of developing an informed Canadian public opinion in support of international cooperation solely on the plane of economy.

I attach a summary of last year's activities of this Society, and should be glad to answer any further questions that you might have.

Yours faithfully,

(E. W. MORSE)

National Secretary.

EWN:ks

Appendix B
DEPARTMENT OF EXTERNAL AFFAIRS

CANADA

OTTAWA, 28th March, 1947.

DEAR MR. MORSE,—

I have received your letter of March 24 concerning the grant for the current year to the United Nations Society.

When submitting our Estimates, we included a figure of \$10,000 for the grant to the Society. I am sorry to have to inform you, however, that when the Departmental Estimates were reviewed a decision was reached that grants by any Department of Government to organizations within Canada should not exceed grants made in the previous year. For this reason, our Estimates, as submitted, were reduced so that the amount now provided as a grant to the United Nations Society is only \$3,000.

Yours very truly,

(Sgd.) L. B. PEARSON
*Under-Secretary of State
 for External Affairs*

ERIC W. MORSE, Esq.,
 National Secretary,
 United Nations Society in Canada,
 National Office,
 Ottawa.

Appendix C
UNITED NATIONS SOCIETY IN CANADA
 NATIONAL OFFICE

OTTAWA

March 24, 1947.

L. B. PEARSON, Esq.,
 Under Secretary of State for External Affairs,
 East Block, Ottawa.

DEAR MR. PEARSON:

Grant to United Nations Society

In a conversation we had in January you stated, I believe, that following our correspondence on the subject, the grant to this Society had been put into the Department's estimates at \$10,000 for the coming fiscal year. The only question that was left open was the previous attitude of our Society on the subject of the acceptance of a government grant, as outlined to you in my letter of December 5, 1946, and I said I would let you know after our National Executive had met again.

At a meeting of our National Executive held in Toronto subsequent to our conversation the question was discussed and I outlined the position you had described. In the light of the urgent need for more information on U.N. among the Canadian public, the National Executive Committee wished me to make clear to you that the Society, regardless of its previous policy, would accept with gratitude the increased grant if passed in the budget.

Yours faithfully,

(E. W. MORSE)
National Secretary.

EWN:ks

Appendix D

UNITED NATIONS SOCIETY IN CANADA

NATIONAL OFFICE

OTTAWA

December 5, 1946.

L. B. PEARSON, Esq.,
Under-Secretary of State for External Affairs,
Ottawa.

DEAR MR. PEARSON:

Grant to United Nations Society in Canada

1. *Background:* This Society and its predecessor has been in receipt of an annual grant from your Department, of \$3,000. I have been asked by your appropriate Department officer to discuss this grant in connection with next year's appropriation, currently under review.

2. *Society's Budget:* The Society has been operating during the past year on a budget of \$15,000 for its National Office, plus whatever has been spent by Branches across the country for local activity. The following \$15,000 spent by the National Office has come from the following sources (in round numbers:—

Share of memberships	\$ 5,000
Donations from individuals and corporations	7,000
Government Grant	3,000
	<hr/>
	\$15,000

3. *Services Provided:* It has been possible on this small budget, of course, to provide only fairly limited services, which include:—

- (a) A literature service, available to the general public, for distribution of publications, charts, etc., on U.N. and its associated agencies.
- (b) A monthly journal, the "United Nations News" covering: a review of U.N. happenings, articles and editorials on Canadian opinion, and reviews or notices of new publications.
- (c) Liaison and cooperation with national organizations, government departments, and provincial governments for coordinating this type of public education through radio and films as well as the printed word.
- (d) Organizing speakers' bureaux and tours.

4. *Additional Services Required:* It is felt that the following services ought to have been provided long since, but have had to be delayed:—

- (a) Regional field workers.
- (b) Youth and student service.
- (c) Production of printed material on U.N. written for and by Canadians.
- (d) A public information service on U.N.

5. *Policy of Society regarding Government Funds:* The policy of the Society to date has been to endeavour to be as independent as feasible of government assistance—at least to seek for no increase in the \$3,000 grant. When I appeared as a witness before the House of Commons Standing Committee on External Affairs last July 2nd I explained the Society's desire for independence if possible, but stated that the work to be done in the field of public education for international cooperation was too vital to make independence of whatever

organ was used the prime consideration. The Society has felt that if insufficient response was met from the public to do adequately the tremendously important work that was needed, the situation should be recanvassed I attach Minutes of the External Affairs Committee with pertinent passages marked.

6. *Present Situation*: The Society feels emphatically that it is not doing as effective a job as is needed, for the reason that public support to date has not been sufficient to provide the necessary funds. At the moment, it may be necessary even to retrench and curtail educational services so far provided. What is required may possibly not be so much a change in our policy, but something in the nature of a "pump-primer" (as has been done by the Australian Government) in order to carry on a campaign on: (a) the day-to-day work of education U.N. (b) helping to convince the public of its own responsibilities in this regard.

While I am personally not empowered or prepared to request an additional government grant until our National Executive has had an opportunity to reverse its previous ruling, I should much appreciate the opportunity briefly to review with you the situation on the basis of this memorandum, as a preliminary to the possible formal application for a temporarily increased government grant by a delegation of our National Officers waiting on you at a later date.

Yours faithfully,

E. W. MORSE,
National Secretary.

EWM:ks

Canada, External Affairs
... Ottawa May 1947
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(SESSION 1947)

HOUSE OF COMMONS

Government
Publications

STANDING COMMITTEE

(ON)

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

TUESDAY, MAY 20, 1947

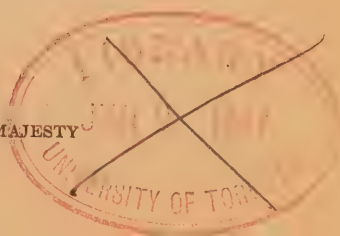
Statement by Right Honourable L. S. St. Laurent

WITNESSES:

Mr. R. G. Riddell, Chief of the First Political Division, Department of External Affairs;

Mr. L. D. Pearson, Under Secretary of State for External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



MINUTES OF PROCEEDINGS

TUESDAY, May 20, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Beaudoin, Boucher, Bradette, Coldwell, Cote (*Matapedia-Matane*), Croll, Diefenbaker, Fleming, Fraser, Graydon, Hackett, Jackman, Jaenicke, Jaques, Knowles, Leger, Low, MacInnis, MacLean, Marquis, Pinard, Raymond (*Beauharnois-Laprairie*), St. Laurent, Winkler—(24).

In attendance: Messrs. R. G. Riddell, John K. Starnes, A. Monette, Architect, and S. D. Hemsley.

The Chairman read a letter addressed to himself dated May 19, 1947, from the Secretary of State for External Affairs, The Right Honourable L. S. St. Laurent, relating to the proposed early ratification of the constitution of the International Refugees Organization (I.R.O.).

The Chairman acquainted the Committee with a suggested luncheon to be held early in June when The Right Honourable L. S. St. Laurent, Mr. L. D. Pearson and General A. G. MacNaughton would be guests of the Committee. In connection with this luncheon the following members were designated as a sub-committee: i.e., Messrs. Jaenicke, Côté and Fleming.

The Chairman further informed the members that he had arranged for the distribution of documentary literature he had just received from the United Nations Organization at Lake Success.

The Committee resumed its study of the constitution of the International Refugee Organization of the United Nations.

Mr. R. G. Riddell was recalled, examined and retired.

The witness was also questioned on the Inter-Governmental Committee on Refugees whose seat is in London, England.

It was ordered that the constitution under examination be printed as an appendix. (*See Appendix "A" to this day's evidence*).

At 11.35, the Committee reverted to the consideration of External Affairs Estimates, as referred.

Mr. St. Laurent having arrived with the Under Secretary of State for External Affairs, Mr. Pearson, made a statement pertaining to I.R.O., and to the proposed accommodation of the Canadian Ambassador in Washington, D.C.

Mr. Pearson was then called, and after making a statement, was questioned on the Canadian Embassy at Washington. He was assisted by Mr. A. Monette, Departmental Architect.

On motion of Mr. Knowles, a vote of thanks was reiterated and conveyed by the Chairman to Mr. Pearson.

The Committee adjourned at 1.05 o'clock to meet on Friday, May 23, at 10.30 a.m.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 20, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, we have a quorum. I call the meeting to order. I thank you for coming early. Realizing the number of other committees that are sitting today I am very thankful to you indeed.

I believe it will be in order before we proceed with our resolution for me to read to the committee a letter which I received yesterday from the Right Hon. Mr. St. Laurent. It reads as follows:—

Office of The Secretary of State for External Affairs

Ottawa, 19 May, 1947.

DEAR MR. BRADETTE,—It is my understanding that sixteen states have now signed the constitution of the International Refugee Organization. Since I tabled the I.R.O. constitution in the House, the governments of Australia, Iceland and Belgium have signed the constitution in addition to the previous thirteen states. The total contributions of these sixteen states to the operational budget of the I.R.O. would amount to 75.52 per cent thereof. Therefore, if all these sixteen states proceed to ratification, under the terms of article 18, the constitution of the I.R.O. will enter into force.

The preparatory commission of the I.R.O., now meeting in Lausanne, has recently decided to undertake executive functions beginning on July 1st of this year. In view of the end of U.N.N.R.A.'s displaced persons' activities on June 30th, it is essential that the I.R.O. should be equipped to take over this work as soon as possible after July 1st. The preparatory commission will have very limited funds, and will be able to function only on a purely temporary basis, pending the establishment of the I.R.O. For this reason it is of the utmost importance that ratifications of the I.R.O. constitution be effected as rapidly as possible, in order that the organization may come into force shortly after July 1st.

Accordingly, I would suggest that, if the Standing Committee on External Affairs decides to recommend approval of the I.R.O. constitution, the committee report back to the House on this particular item as soon as possible in order that the government may proceed with a resolution in both Houses requesting ratification of the constitution by parliament. If the committee reports favourably on the I.R.O. constitution, I shall take an early opportunity of introducing a resolution requesting such ratification.

With kindest personal regards,

Yours sincerely,

(Sgd.) LOUIS S. ST. LAURENT,

Secretary of State for External Affairs.

I suppose you will be in agreement to pass this resolution as soon as we can without pressing the matter too quickly or debarring any discussion.

Mr. FLEMING: I would like to ask one question now about a point which I did not understand. Article 18, subsection 2, reads:

This constitution shall come into force when at least fifteen states, whose required contributions to part I of the operational budget as set forth in Annex II of this constitution amount to not less than seventy-five per cent of the total thereof, have become parties to it.

The CHAIRMAN: You will recall a part of the letter which I have read which says, "the total contributions of these sixteen states to the operational budget of the I.R.O. would amount to 75.52 per cent thereof." You will also recall that since the tabling of the I.R.O. report Right Hon. Mr. St. Laurent reported that the governments of Australia, New Zealand and Belgium had signed the constitution, in addition to the previous thirteen states.

Mr. COLDWELL: That is sixteen.

Mr. FLEMING: We have sixteen now. There are enough as far as numbers are concerned. That is all we need. We have sixteen nations and seventy-five per cent, I believe.

R. G. Riddell, Chief of the First Political Division, Department of External Affairs, recalled:

The WITNESS: If I may say a word on that, the constitution calls for sixteen signatures and ratifications of those signatures. For the constitution to come into effect ratified signatures are required.

By Mr. Fleming:

Q. That is the distinction?—A. That is the distinction.

Q. It is ratification rather than signature, and a nation becomes a party not on signature but only on ratification of the signature?—A. There are really three stages. There is the signature. Then for states which sign subject to reservation there is the process of approval within those states by the states themselves. Then there is the deposit of ratifications.

By Mr. Croll:

Q. What?—A. Deposit.

Q. Money?—A. The deposit of the ratification itself which makes the signature formal and final, but until the ratifications have been deposited the signatures are not effective.

By Mr. Marquis:

Q. It has to be ratified by each parliament of the signatory countries?—A. In the case of states which signed subject to that reservation, which Canada did. The United Kingdom signed without reservation which means they do not need to wait for ratification.

By Mr. Cote:

Q. Is this ratification expected before September next?—A. The hope is that the International Refugee Organization will come into existence on July 1.

Q. As a temporary organization, not as a permanent one?—A. The hope originally was that the permanent organization would come into existence on July 1. Now it is optimistic to think it will come into existence by that time. There is a temporary Preparatory Commission which can carry on in the meantime, but there are difficulties about that temporary organization, and it is desirable to bring the permanent organization into existence as soon as possible.

By Mr. Marquis:

Q. Will UNRRA continue to be in operation until the charter is approved by the interested governments?—A. No, that is one of the difficulties. UNRRA will wind up its activities by the end of June. A good many of the UNRRA employees in Europe at the present time should be taken over by this new organization, but it is difficult for the new organization to take them over until it comes into existence.

Q. In the meantime I understand that the commission of the allies in this area will be in charge of the displaced persons and will take care of them?—A. In the occupied zones the camps are maintained by the occupying authorities, and presumably they will continue for the time being at least to provide that basic maintenance in the camps.

By Mr. Winkler:

Q. I should like to have a little clarification of part 2 on page 14 of the constitution, and its application in view of what Mr. Riddell has just said about the time of expiry. Subsection 4 provides:—

Persons of German ethnic origin, whether German nationals or members of German minorities in other countries,

and so on. Does that not refer to Baltic people?—A. It would refer to Balts in the strict interpretation of that term. That is persons of German ethnic origin who live in the Baltic regions and who belonged to the German minority in that region.

Q. Would it be that 170,000 odd people?—A. No, a good many of them are Latvians, Lithuanians and Estonians. They are people who are not of German origin.

Q. They are not considered to be of German origin?—A. No. There are a good many Latvians in the displaced persons camp for example.

The CHAIRMAN: If you will permit me, there are two or three other subjects which I should like to bring to the attention of the committee before we proceed with the questioning of Mr. Riddell. Some members of the committee approached me, one of whom was Mr. Jaenicke, to ascertain whether it would be possible to have a luncheon or get-together with Mr. Pearson. If we do so, I believe we should take advantage of the occasion when Gen. MacNaughton is here on the 5th and 6th of June to have that function. All the members of the committee would attend, having as their guests, The Hon. Mr. St. Laurent, Mr. Pearson and General MacNaughton. I thought, myself, it was a good idea which Mr. Jaenicke brought to my attention. After we have discussed the suggestion for a few moments, I wonder if it would be possible to appoint the following committee to deal with the matter: Messrs. Jaenicke, Cote, Fleming and our secretary, Mr. Plouffe. I should like to receive your reaction to that idea.

Mr. BEAUDOIN: I think it is a very good idea.

Mr. COTE: It is the least we can do, I think.

Mr. MACINNIS: Agreed.

The CHAIRMAN: This afternoon, you will be receiving a very large envelope containing literature pertaining to the UNO activities. The messenger will also deliver a roll such as Mr. Cote now has, which I received this morning from Lake Success. This has been given to us by some officials of the UNO. I know you will find it very instructive and very interesting. I realize it is almost impossible to read all the literature we receive, but I think you will appreciate this literature which emanates from the UN organization.

There is another matter which I should like to bring to the attention of the committee. Mr. Riddell will deal with the constitution of the International

Refugee Organization until half past eleven. At half past eleven, Mr. St. Laurent will be here accompanied by Mr. Pearson. Mr. Pearson will then hold the meeting until we adjourn. We hope the discussion of this constitution will be terminated this morning, or at least next Friday, when it is our desire to implement the request of Mr. St. Laurent. I believe this should be possible. Next Friday, we will have Mr. Moran here, who is the head of the Economic Division, to deal with some of the estimates with which we have to deal. Mr. Matthews cannot be here since he has the German measles.

Is there any discussion on the suggestions I have made?

Carried.

I will ask Mr. Riddell to continue the discussion of the constitution.

By Mr. Cote:

Q. I should like to ask Mr. Riddell what the intergovernmental committee is?—A. It is an official governmental organization which was established about the year 1938 by a conference which was summoned in Evian in Switzerland by President Roosevelt. This conference was summoned because of the refugee problem which existed in Europe at that time resulting from the revolution in Germany and other countries which had gone Fascist. There were a great many political refugees and particularly Jewish refugees who were being driven out of Germany and some neighbouring states. The conference was called at Evian to deal with the problem. It established the Inter-Governmental Committee on Refugees.

This committee has been functioning ever since. Canada is a member. As members of this committee will know, the Canadian government is now co-operating with the Inter-Governmental Committee on Refugees in locating any German displaced persons who have relatives in Canada who wish those people in Germany to come and join them here. This being done under the existing immigration regulations. The Inter-Governmental committee is not a large body but it has been a very active one. It is serving a particularly useful purpose at the moment. The expectation is that it will be absorbed in the International Refugee Organization as soon as that organization comes into existence. The head office is in London and it has a small staff. The director is Sir Herbert Emerson.

Mr. COTE: We could not cope with the problem until the organization is set up.

The WITNESS: No, we could not cope with the whole problem until the organization is set up.

Mr. BEAUDOIN: What is your definition of a genuine refugee and displaced person?

The WITNESS: That question involves rather a long and complicated answer. I would refer the committee to page 11 and the following pages in the constitution which deal with the question of definitions.

The CHAIRMAN: Would it be in order for Mr. Riddell to read the page. It will give the members a chance to ask questions.

The WITNESS: Page 11 contains the statement of the general principles although the definitions are on page 12.

The CHAIRMAN: I think it would be easier if Mr. Riddell read that and then we can go on and ask questions.

The WITNESS: This is paragraph 1.

1. Subject to the provisions of sections C and D and of part II of this annex, the term "refugee" applies to a person who has left, or who is outside of, his country of nationality or of former habitual residence, and who, whether or not he had retained his nationality, belongs to one of the following categories:—

- (a) victims of the nazi or fascist regimes or of regimes which took part on their side in the second world war, or of the quisling or similar regimes which assisted them against the United Nations, whether enjoying international status as refugees or not;
- (b) Spanish republicans and other, victims of the Falangist regime in Spain, whether enjoying international status as refugees or not;
- (c) persons who were considered refugees before the outbreak of the second world war, for reasons of race, religion, nationality or political opinion.

2. Subject to the provisions of sections C and D and of part II of this annex regarding the exclusion of certain categories of persons, including war criminals, quislings and traitors, from the benefits of the organization, the term "refugee" also applies to a person other than a displaced person as defined in section B of this annex, who is outside of his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the government of his country of nationality or former nationality.

I might perhaps indicate the intention of these various sections. The intention of paragraph 1, section A, is to provide for persons who were refugees before the outbreak of war, of whom there were a considerable number. The intention of paragraph 2 is to provide for people who became technically refugees immediately subsequent to the end of the war because of events which took place subsequent to the end of the war.

Mr. FLEMING: Does it not apply to those who became refugees subsequent to the outbreak of the war? It reads, "who is outside his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the government of his country".

The WITNESS: Subsequent to the outbreak of the second world war, yes. That is a person who was outside his country when war broke out and who was not at that moment a refugee but who subsequently became one. I am grateful to Mr. Fleming for that correction. Section 3 reads,

3. Subject to the provisions of section D and of part II of this annex, the term "refugee" also applies to persons who, having resided in Germany or Austria, and being of Jewish origin or foreigners or stateless persons, were victims of nazi persecution and were detained in, or were obliged to flee from, and were subsequently returned to, one of those countries as a result of enemy action, or of war circumstances, and have not yet been firmly resettled therein.

This provides protection for persons who were forced back into Germany during the course of the war.

Mr. JACKMAN: Would the Polish army in Italy come under that clause? "Is unable or unwilling to avail himself of the protection of the government of his country of nationality or former nationality."

The WITNESS: I think so. The actual applicability of the regulations to any particular person will have to be decided in the existing circumstances but I would think that would be the case.

Section 4 reads,

4. The term "refugee" also applies to unaccompanied children who are war orphans or whose parents have disappeared, and who are outside their countries of origin. Such children, 16 years of age or under, shall be given all possible priority assistance, including, normally, assistance in repatriation in the case of those whose nationality can be determined.

This clause was the subject of a good deal of discussion since the eastern European states were of the opinion that all children should be repatriated to their countries of origin.

Section B reads:

The term "displaced person" applies to a person who, as a result of the actions of the authorities of the regimes mentioned in part I, section A, paragraph 1 (a) of this annex has been deported from, or has been obliged to leave his country of nationality or of former habitual residence, such as persons who were compelled to undertake forced labour or who were deported for racial, religious or political reasons. Displaced persons will only fall within the mandate of the organization subject to the provisions of sections C and D of part I and to the provisions of part II of this annex.

Those are the exclusions.

If the reasons for their displacement have ceased to exist, they should be repatriated as soon as possible in accordance with article 2, paragraph 1 (a) of this constitution, and subject to the provision of paragraph (c), sub-paragraphs (ii) and (iii) of the general assembly resolution of 12 February, 1946 regarding the problem of refugees (annex III).

These sections of the general assembly resolution acknowledge obligation to repatriate persons who are willing to accept repatriation.

Section C—Conditions under which "Refugees" and "Displaced Persons" will become the concern of the organization.

1. In the case of all the above categories except those mentioned in section A, paragraphs 1 (b) and 3 of this annex, persons will become the concern of the organization in the sense of the resolution adopted by the Economic and Social Council on 16 February, 1946 if they can be repatriated, and the help of the organization is required in order to provide for their repatriation, or if they have definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the governments of their countries of nationality or former habitual residence, expressed valid objections to returning to those countries.

(a) The following shall be considered as valid objections:

- (i) persecution, or fear, based on reasonable grounds of persecution because of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations, as laid down in the preamble of the charter of the United Nations;
 - (ii) objections of a political nature judged by the organization to be "valid", as contemplated in paragraph 8 (a) 1 of the report of the third committee of the general assembly as adopted by the assembly on 12 February, 1946.
 - (iii) in the case of persons falling within the category mentioned in section A, paragraphs 1 (a) and 1 (c) compelling family reasons arising out of previous persecution, or, compelling reasons of infirmity or illness.
- (b) The following shall normally be considered "adequate information": information regarding conditions in the countries of nationality of the refugees and displaced persons concerned, communicated to them directly by representatives of the governments of these countries, who shall be given every facility for visiting camps and assembly centres of refugees and displaced persons in order to place such information before them.

2. In the case of all refugees falling within the terms of section A, paragraph 1(b) of this annex, persons will become the concern of the organization in the sense of the resolution adopted by the Economic and Social Council of the United Nations on 16 February, 1946, so long as the Falangist regime in Spain continues. Should that regime be replaced by a democratic regime they will have to produce valid objections against returning to Spain corresponding to those indicated in paragraph 1(a) of this section.

By Mr. Jackman:

Q. What council or committee would decide on the matter of validity?—

A. That will have to be decided by the general council of the International Refugee Organization when it comes into existence. It has not been decided yet whether there will be some sort of judicial body or an administrative body within the organization, or how the actual application of these provisions to a particular individual will be applied.

Q. In the meantime you are maintaining these D.P. camps, and the refugee camps are distinct from the D.P. camps?—A. The displaced persons camps are in the occupied zones. Refugee camps, to the extent that they exist, would be camps in the south of France for Spanish refugees, let us say.

Q. But if one of those persons does not pass the requirements of the committee when it is set up then he can be forcibly required to go back to his country of origin; is that the idea?—A. The International Refugee Organization would have no authority to force anybody to go anywhere. All that the constitution provides is that if persons were not acceptable under this definition, the International Refugee Organization could not do anything for them. Whether they would be actually repatriated or not would be a decision for the military authorities or for some other body to make.

By Mr. Boucher:

Q. As I understand it, the International Refugee Organization could repatriate them if they were willing to go?—A. Yes. But if they were not subject to assistance under this definition then the International Refugee Organization could do nothing for them.

By Mr. Jackman:

Q. Have you any estimate of the number of refugees in D.P. camps at the present time?—A. 850,000 in Europe is given as a round figure.

Q. That is of the combined classes?—A. 850,000 displaced persons in Germany. I am not certain of the figure with regard to the number of refugees outside of Germany. It may be another 200,000 or 300,000 persons. I shall try to find that figure and let the committee have it.

By Mr. MacInnis:

Q. What is the date of those figures?—A. The figure 850,000 is a current figure.

Q. Is there any movement of displaced persons?—A. A small one. There has been a certain amount of repatriation taking place over the last year. It is not a very large movement. There is a flow out of eastern Europe into the camps at the moment which offsets it to some extent. There has also been a small movement of resettlement, but it is not very large. The figures are really static at the moment.

By Mr. Beaudoin:

Q. In accepting the constitution, to what extent do we undertake the obligation of taking some of the refugees and displaced persons?—A. There is no formal or contractual obligation in this constitution on any state to accept any refugee.

Q. I have been reading the preamble and in the third paragraph it says: “. . . find new homes elsewhere, under the conditions provided for in this constitution”. What provisions does this paragraph refer to?—A. In, particularly, to the definition; the circumstances in which they come under the mandate of the organization and the rules and regulations of the organization itself. For example, the funds available for large-scale movement of resettlement are limited according to the constitution. The qualification mentioned would refer to a provision of that nature. There is in this constitution an expression of concern on the part of signatory members for the resettlement of persons who cannot be repatriated; but there is not any formal obligation on the part of a signatory to accept any.

Q. We recognize that the refugees and displaced persons should be assisted to return to their countries or to find new homes elsewhere. In other words, it means that we have to take quite a few ourselves?—A. That conclusion may be drawn from this statement; it is not stated in so many words in this document.

The CHAIRMAN: The import is there; it is bound to be there.

By Mr. Beaudoin:

Q. Would you say that all the persons kept in UNRRA camps are genuine refugees and displaced persons?—A. There have been various processes of screening which have been carried out by UNRRA and by the military authorities for the purpose of weeding out persons who are not genuine refugees and displaced persons. That process will have to go on; and there may well be some persons in the camps at the moment who will not fall within this definition. My information, however, is that the great majority of persons who are now living in displaced persons camps are genuine refugees and displaced persons.

Q. Is it within your knowledge that up to a certain while ago the UNRRA camps were under the supervision of the military police—that is, under the supervision of members of the police guard—but lately that has been changed and UNRRA camps are now under UNRRA police guard?—A. The control of UNRRA camps has always been a divided responsibility between the military authorities and UNRRA itself. The basic responsibility for the maintenance of the camps rested with the military authorities in the occupation zones. I am sorry I am not familiar with the actual division of responsibility in regard to police duties and the organization of particular camps.

By Mr. Coldwell:

Q. Permits to enter these camps have to be obtained from the military authorities which would indicate that the military authorities were in control.—A. Yes, there is no question about the basic control by the military authorities.

By Mr. Beaudoin:

Q. I asked that question because of a report I read concerning something which occurred in the zone occupied by the Americans. The report indicated that the American soldiers were permitted to make raids on UNRRA camps in order to discover articles which were involved in the black market. Lately they have not been allowed to do that. The regulation has been changed, and UNRRA police are taking care of everything. So if there is any black market

operation going on these people are permitted to operate and go back to the camp in which the military organization cannot go inside and check as to whether some articles have been bought on the black market. I think that is a very serious matter. A gentleman who was an M.P. in the American army came back from overseas about a week ago and he says that is so, in so many words.

By Mr. Jackman:

Q. Is the incident concerning the black market a serious matter?—A. I am sorry I have not seen the reports referred to; but the relationship between UNRRA authorities and military authorities has always been subject to negotiation and discussion, and the same will be true as regards relations between the officers of the I.R.O. and the military authorities.

Mr. BEAUDOIN: It is claimed that persons living inside UNRRA camps are much better off than people living outside the camps. The particular camp I am referring to is the camp at Regensburg, which is under the control of the American army.

The WITNESS: I shall be glad to make inquiries about the actual administrative arrangement in the camps if the members of the committee would be interested in having that information.

Mr. JACKMAN: Could we at this meeting or at some subsequent one have a breakdown of the 850,000 D.P.'s in Germany? Are they all in Germany? Are most of them out of the forced labour camps that Germany organized during the war? Could we have a general explanation of the problem itself as the department has it?

The WITNESS: I suggested a rough breakdown a week ago.

The CHAIRMAN: It was given on page 70 of our report.

The WITNESS: 345,000 are of Polish origin; 128,000 are of Yugoslav origin; 187,000 are of Baltic States origin; 156,000 others. However, these statistics are not really very illuminating. For example, the figure for people of Polish origin undoubtedly includes large numbers of Ukrainians. They are Polish in origin because they came from territory which before the war was Polish territory. Neither does it indicate the occupational skills of these people, or their status in society. Statistics in that regard are available and I shall be glad to produce them for the committee.

Mr. JACKMAN: If those figures have been given I shall refer to the record for them; but are these people mostly out of forced labour camps or are they voluntary displaced persons?

The WITNESS: I have never seen a breakdown as between persons who got into Germany by reason of the movement of forced labour organized by the Germans and persons who drifted in fleeing from persecution or conditions which they did not like.

Mr. JACKMAN: For instance, the forced labour taken from France has all been repatriated, has it not?

The WITNESS: Yes.

Mr. JACKMAN: And there are no French people in the D.P. camps now?

The WITNESS: I have never heard of any.

Mr. MACINNIS: Are there figures as to political and religious status?

The WITNESS: I have not seen any figures on the political status; there are probably figures on religious affiliations prepared by UNRRA.

Mr. KNOWLES: The real battle in setting up this organization was to get the right for the organization to deal with genuine refugees, as against some of the members of the United Nations who are more concerned about getting the

traitors back than they were about making a refuge possible. If that was the battle, would you care to say to what extent this constitution indicates progress?

The WITNESS: Mr. Chairman, that comment on the issue is a sound one. The view of the eastern European states was that the main function of the organization should be repatriation of persons who had been displaced from their homes; if those persons refused repatriation that in itself was evidence of their hostility to their countries of origin, and, therefore, they should not receive international assistance as refugees, because they were people who were hostile and treacherous. The debate on this issue went on at some length in many United Nations bodies. The view of the western countries was that there is such a thing as a genuine political refugee, a person who has valid objections to the political regimes established in his own country, and who deserves protection abroad.

The CHAIRMAN: Some Russians, Ukrainians and Poles have made a statement which I should like to see elucidated. They said that any displaced persons who were ready and willing to work did not need to worry about affiliations, but they had to go to work the minute they came back into their country. Have you any idea of the meaning of that statement? The suggestion was that the moment they went back to their respective countries they had to be willing to work and in that case there would be no fear of religious or political reaction. I thought it was a strong statement for anybody to make. The first qualification was that people had to work. They created the impression that these people were very well treated and that they were glad to remain where they were, that they did not want to be displaced. Now, there might be that angle to that question. In some cases there might be a small number involved.

The WITNESS: Well, Mr. Chairman, I have never been in a displaced persons' camp, but I think some members of this committee have, and they might be willing to comment on conditions in displaced person's camps as they saw them?

The CHAIRMAN: Mr. Coldwell, have you seen them?

Mr. COLDWELL: No.

Mr. KNOWLES: I was in two or three camps with Mr. Winkler, and I think Mr. Winkler will agree with me when I say that I do not think the people wanted to stay there. Their appearance was one of dejection and also of starvation. I saw, for example, in one camp of Polish people, boy and girl scouts who lined up to salute us. We went along with an interpreter afterwards to try to speak to some of the children. We talked to boys and girls of the size of my own children at home and asked their age, expecting that their age would be somewhat similar to the ages of my own children, but I was to discover that in all cases they were three or four years older. In other words, their growth was stunted from malnutrition. In addition to that we were in some of these large dormitory rooms of the camps where there were literally scores of people lying around all day, to ill to get up. It made a pretty sad picture. If it can be said, as it was said by someone at the head of the table, that conditions in those camps are better than they are among the German population—I admit that is true—it means that conditions outside of the camps are pretty bad.

Mr. LEGER: Were the people well fed in the camps?

Mr. KNOWLES: No. They were fed better than the German civilian population, but the calory allotment per day was too low.

Mr. BEAUDOIN: How many camps did you visit?

Mr. KNOWLES: Three.

Mr. BEAUDOIN: In which zone?

Mr. KNOWLES: The British zone—Canadian; it was Canadian at the time. It was the Canadian part of the British zone.

Mr. COLDWELL: Mr. Chairman, as regards your question concerning the encouragement of people to be repatriated, if you will look at page 2, (a), you will see a paragraph there which I think to some extent deals with the problem you are dealing with. It comes under the heading of "Functions and Powers, article 2," and it reads:—

- (a) To encouraging and assisting in every way possible the early return to their country of nationality, or former habitual residence, of those persons who are the concern of the organization, having regard to the principles laid down in the resolution on refugees and displaced persons adopted by the General Assembly of the United Nations on 12th February 1946 (annex III) and to the principles set forth in the preamble, and to promoting this by all possible means, in particular by providing them with material assistance, adequate food for a period of three months, from the time of their departure from their present places of residence provided they are returning to a country suffering as a result of enemy occupation during the war, and provided such food shall be distributed under the auspices of the organization; and the necessary clothing and means of transportation:

and so on. What I am getting at is this. It was said by the eastern people that so many of these displaced persons had refused repatriation because they feared they would not be able to get sufficient food pending their finding a home and work in those countries. This was put in by the committee dealing with this matter with a view to encouraging them. But after that is done, unquestionably there are a large number of persons who, because of their fear of persecution or dislike of form of government established in the country of origin, do not wish to return to that country. I think the main care, as a matter of fact, of the committee during the two or three weeks' discussion last November was to see that these people were not forced by economic circumstances, or in any other way, to return to the countries where they feared persecution. In other words, we stood by the traditional democratic idea of granting asylum to political dissidents. That was one of the great bones of contention throughout the discussion of the committee last November. I am directing attention to that fact because it does deal with the question you asked.

The CHAIRMAN: Judging from the observation of Mr. Knowles, one can readily see that none of these persons would want to be there for the pleasure of it if there was any other way of improving their lot.

Mr. WINKLER: Mr. Chairman, may I say that I did not see these conditions through the same eyes as Mr. Knowles exactly, but I did not see as many of the camps as he saw. The impression I got was slightly different. It looked to me as though the people were getting sufficient food for the moment, but from the standpoint of building up emaciated bodies it was a different thing. As Mr. Coldwell, I think, emphasized, worry seemed responsible for much illness in the camps, worry over lack of steady employment. Undernourishment was responsible for their not being able to accept employment. I was impressed by the fact that they seemed to be more worried than anything else.

Mr. KNOWLES: In the camp of the Baltic peoples their worries seemed to be what would happen to them if they were forced back to the countries they came from. In the Polish camp, to some surprise on my part, they all wanted to go back to Poland, but they were unable to go because of transportation difficulties and because of the weather in Poland. We were there in the midst of winter. There was also the matter of the lack of homes when they got back

to Poland which had to be considered. I would like to add this further comment, and it more or less answers the question I was putting to Mr. Riddell a moment ago. As I look over this constitution I see things in it that are restrictive. There is the whole section that Mr. Riddell has characterized as making up exclusions; and from our viewpoint it is not all that could be desired. I recall a bitter debate we had in London over this issue; and, knowing something of the debate carried on at New York, I think it is quite an achievement that at the U.N.O. level a document as good as this could be achieved. I have the transcript of one of the debates that took place in London when the matter first came up when we had before us two proposals at opposite extremes, one from the United Kingdom which naturally went in the direction of providing all the refuge possible; the other was a proposal from the Yugoslav organization which did not even want the matter referred to the assembly of the Economic and Social Committee, but to leave the matter to the various governments concerned. There was a pretty hard battle at that point, with the delegates from the United Kingdom, Canada, New Zealand and the United States pretty well taking the lead. I feel quite pleased that we have made such progress as we have.

Mr. COLDWELL: I think that is true. On the other hand, of course, this constitution was adopted over the opposition of the countries that have been mentioned this morning—the eastern countries. Some of us were quite worried about the number of compromises which had been made. Take the whole matter of displaced persons where resettlement is made. Any large-scale resettlement is outside the I.R.O., as far as financial obligations are concerned. We tried to get a different view taken, but failed; and then after having made all those compromises the unfortunate thing was that at the end the nations to which I have referred—Russia, Yugoslavia, Poland, and so on—voted against the constitution as such. Of course, one of the difficulties is that all the refugees are in our zones. The Russians say that they have no refugees. However, I think it should be mentioned, since Mr. Jackman asked the question about the French, that one of the French delegates, Mr. Leon de Rosen, on one occasion asked the Soviet delegation what had become of the 30,000 or more French whose whereabouts were unknown, and no answer was given. So the inference was that while there were refugees they were being treated in a different manner on the other side of the line. This constitution deals only with refugees in our zones, the contention being that there are no refugees elsewhere.

Mr. LEGER: Is that true of the American zone as well?

Mr. COLDWELL: Yes, all our zones—I mean the zones of the democratic countries.

Mr. BEAUDOIN: I should like to get a comment from Mr. Riddell or Mr. Knowles or Mr. Coldwell on this observation: As the German armies were progressing over the Russian border a lot of people who thought that the Germans would be the winners left their country to go into Germany. Now, there are a considerable number of these displaced persons or refugees who are afraid of reprisals if they go back, because it is known that they thought they were on the winning side before they knew who was going to win.

Mr. COLDWELL: I think you will find that they are covered by part II which covers any persons who in any way have given assistance. They would be considered to have given assistance to the German armies and are entirely excluded from the benefits.

Mr. MARQUIS: They are not refugees; they are considered as traitors.

Mr. BEAUDOIN: Is the organization in the position to scrutinize these displaced persons and find out, for instance, their date of departure, the reasons why they left, and why they are in Germany now?

Mr. COLDWELL: I think that is the purpose of the screening.

Mr. COTE: I suppose that would also account for the many thousands of French citizens upon whom we have no report.

Mr. COLDWELL: No, I do not think it would. The French would be persons who had been taken into forced labour by the Germans and who were not in the British, American or French zones when the war ended.

Mr. MARQUIS: So long as we have no information concerning those people, nothing can be done for them.

Mr. JAUQUES: How, Mr. Chairman, would it be possible to determine the assistance of which those people may be accused of having given to the Germans?

Mr. COLDWELL: Well, you see, Mr. Jaques, there is a foot note in part 2 note (c). This is on page 14.

Mere continuance of normal and peaceful duties, not performed with the specific purpose of aiding the enemy against the Allies or against the civil population of territory in enemy occupation, shall not be considered to constitute "voluntary assistance." Nor shall acts of general humanity, such as care of wounded or dying, be so considered except in cases where help of this nature given to enemy nationals could equally well have been given to Allied nationals and was purposely withheld from them.

The point which Mr. Jaques raises now really brought this foot note into existence. It was a matter over which there was a prolonged discussion in the committee, as you can well understand. In the screening, the mere continuance of normal activities would not be considered to be traitorous conduct.

The CHAIRMAN: As I stated when some of the members were not present, at half past eleven we will go into the estimates. Mr. St. Laurent is going to honour our committee with his presence, as well as Mr. Pearson, who is back in Canada.

Before we proceed with that particular portion of our business, it would seem a large number of the members of the committee have lost the document containing the constitution of the displaced persons organization. Therefore, if the committee agrees, we will have this document printed as an appendix to the minutes of evidence for today.

Carried.

We have the pleasure of having with us the Minister of External Affairs, the Honourable Mr. St. Laurent, and Mr. Pearson. I know we are all glad to see Mr. Pearson back in Canada. On behalf of the committee members who enjoyed Mr. Pearson's fine hospitality during our stay in the United States, I should like to take this opportunity of extending our thanks.

Right Hon. Mr. ST. LAURENT: I am sorry if we are interrupting your discussion of this international refugee organization constitution because, of course, it is a matter of urgency and of great importance to the settling of world conditions. There is a matter which has come to the fore, about which I spoke to the chairman yesterday, and about which, of course, the Department of External Affairs has to take the responsibility for whatever decision is made. However, in accord with the policy of trying to make only the kind of decisions which, regardless of party affiliations, Canadians feel are the right decisions, we wish to put this matter before the committee and to have a very frank expression of the view of the committee upon it.

Some of you, no doubt, have seen the premises which were acquired a good many years ago in Washington for the Canadian Embassy. This building was acquired, I understand, at a cost of something like a half a million dollars. You could not replace it today for anything like a million and a half dollars. Our

requirements in Washington have been growing constantly and we now have had to take over the whole of the space in that building for chancellery premises. We have provided residential premises for our ambassador elsewhere.

Last year, there was a project for taking over the Iranian Embassy which was, I understand, a property which would have been very well suited to our requirements but which would have cost us \$325,000. For that reason, as well as other reasons and other circumstances, it was not acquired. The ambassador was able to find a place, quite comfortable, for rent up to the month of July of this year. His lease expires in July of this year and he has to get out. Unless we make other arrangements, he has to go to the hotel.

Well now, that is not a matter of life or death. He could, I think, probably find accommodation in the hotel which would do as temporary accommodation. We have been looking about and enquiring as to the possibility of acquiring premises in Washington. Feeling that though there had been, since our first acquisition in Washington, substantial increase in the values of real estate and that there were not to be decreases in the value of real estate in Washington and—well, personally, I feel as long as we are a nation and as long as the United States is a nation, Canada will have to have representation on a rather important scale in Washington. We will have to be represented there and, being represented there it would be appropriate at some time to have permanent quarters for our representation.

At the present time, there is a property which is convenient and which would suit our purposes which is available. I should like to have Mr. Pearson tell you about it and get your frank views as to whether it is sufficiently desirable to go ahead and deal for it at this time. I appreciate there are reasons against it as well as for it. Housing problems are problems all over the world. We are very much concerned about the housing we have to provide for our own people at home. We must not appear to be more concerned about housing to be provided for our representatives away from home than we are for our people here. Of course, that is not a real argument because whether we acquire the property in Washington or do not acquire the property in Washington is not going to make any difference in the number of units which are going to be provided for our own people at home.

Nevertheless, we are going to have to take into account the fact we do not want public resentment at the way in which we are carrying on our external affairs. For that reason, I will be glad if you will give Mr. Pearson an opportunity of explaining the situation to you. Then, if you will be so good as to provide me with your frank opinion as to what it is advisable, under all the circumstances, to recommend at this time, I would be very glad.

Mr. COLDWELL: Have you any option on this property? The reason I am asking is to find out whether there is any particular hurry. If there is an option on it, it makes no difference.

Right Hon. Mr. ST. LAURENT: I do not know if it is in the form of an option, but it is in such form that the opportunity is not going to get away from us for a few days. The price we have to pay is not going to be changed within a few days. We have a few days during which we can say yes or no to the acquisition of a specific property at a specific price.

Mr. CROLL: Do you think it would help us or help you a great deal if we all went down and looked at it?

Right Hon. Mr. ST. LAURENT: That suggestion was made, that it would be easier to form an opinion having viewed the premises than without having seen them. I have had to form my own opinion without having seen the premises. It is, of course, easier to talk about viewing premises in Washington, than it would be talking about viewing premises in other parts of the world. As far as

other parts of the world are concerned, we will have to be content with the information we get without sight. Perhaps we will have to come to a conclusion regarding these premises without actually seeing them.

I think that is, perhaps, not the most vital factor which comes up for consideration at this time. There are two things. I think, really, the longer we wait the more it is going to cost us to get a permanent location in Washington.

Mr. MARQUIS: What is the present cost of rent, now?

Mr. PEARSON: About \$10,000 a year.

Right Hon. Mr. ST. LAURENT: On the other hand, I know there are a lot of people looking for houses for themselves in Canada. We do not want those people to feel we are not concerned about them. It is this problem with which we have to deal. Really, I think, it is a matter of timing.

Mr. CROLL: I hope, sir, you did not take me too seriously.

Right Hon. Mr. ST. LAURENT: We did seriously consider whether it would be advisable to ask the committee to appoint a subcommittee to view the premises. We realized that could not be done as a rule, and, in view of the fact it cannot be done as a rule, it is perhaps inadvisable to do it as an exceptional thing for Washington.

We did consider it because, as long as I am minister, I do not mind taking the responsibility for matters which I really consider vital, but when it comes to matters which are not really vital, I should not like to have a controversy over the manner in which we are conducting the external affairs. Small controversies can have disastrous effects on the larger issues. Therefore, we want to avoid, as much as possible, having any small controversies and reserve our position so that when we do have a dispute, it will be about something which is really vital or looked upon as vital by those who are taking the responsibility.

I thank you for the attention you have given me.

The CHAIRMAN: Thank you, Mr. St. Laurent. Before we hear from Mr. Pearson, I believe we will have the unanimous consent of the committee to revert back to the estimates?

Carried.

Lester B. Pearson, Under Secretary of State for External Affairs, called:

The WITNESS: There is not very much left, Mr. Chairman and members of the committee, for me to say on this particular point. Mr. St. Laurent has covered the ground thoroughly, but I should be glad to answer any questions and perhaps I could add one or two details.

Possibly I should point out that I was in Washington when the decision was made to convert the embassy, as some of you know, into a chancery, that is, into an office building. That decision, I gather, was made because of two or three considerations; one, the embassy building as a residence was becoming less and less desirable. The district was becoming more and more a business district. Two, as the embassy staff had grown, they had extended into the residence part until the ambassador found himself sandwiched between offices above and offices below. The embassy residence had two floors. There were two office floors above and one office floor below. This was not a particularly desirable way of life for an ambassador and his family, nor was it a particularly efficient way of conducting business; mixing domestic life and official life.

Furthermore, as Canadian official activities in Washington grew, we had to expand from the embassy which, at one time, housed all the officials, and move the trade and commerce representatives, the Service attaché and others

into a rented building—the annex. This building was behind the embassy and it was sold, in 1946, by the owners. Therefore, we had to vacate that building and to make a decision whether to rent another office building or to move all the offices into the embassy and find a new embassy residence. The government decided in favour of concentrating all the offices in the old embassy and looking around for a new place for the ambassador to live in.

It will give you some idea of rentals in Washington when I tell you the government had to pay for this embassy annex, which was not a very impressive building either in size or facilities, something over \$16,000 per year. This would be equivalent to a capitalization of more than \$300,000. With rental like that, we felt it would be good business to move all our offices into the old embassy and try to find a residence. Also the fact that now, all the official Canadian personnel in Washington, with the exception of the Services Mission, are under one roof. That makes for efficiency.

The ambassador had to live for some time in a hotel, and during the last six months or so in a rented house. It is not a suitable house for an embassy, though a very nice one for a private residence. It is not suitable in the sense it does not lend itself to the official entertainment required of the Canadian ambassador in Washington. For this moderate sized house he pays a rental of approximately \$9,000 a year. This will give you some idea of values and also emphasizes the fact, I think, that in the long run it is probably good business to buy a house, if we can get one at a reasonable price.

For many months we have been looking around Washington for an embassy. We thought, as Mr. St. Laurent said, we had secured a suitable one in the house occupied now by the Iranian ambassador. It was on Massachusetts Avenue. It was not quite large enough for the Iranians, but we thought it would be suitable for Canada. We offered them a certain amount for this building, but they raised their price to, I think, \$375,000, so we dropped out. Since that time we have searched Washington very thoroughly for a suitable place, and Mr. Monette, our departmental architect, has been down there more than once. The only building we have found, which was available and satisfactory is the one which is now up for purchase known as the Davidge house. If we secured it. I think it would solve our embassy housing problems in Washington over a long period of years.

It is a large red brick Georgian house. It does not look too pretentious. It is not extravagant. It is large enough for all official purposes. It fronts on Rock Creek Park which is a very desirable location. When we approached the owners of the house, we got a valuation. We were told by the valuator that it might cost \$355,000, I think that was the figure given, to build it today. However, we have been negotiating with the agent of the owners and have made an offer of \$300,000. We can get this place now for \$300,000, if we make up our minds by the end of the week. Otherwise it will be disposed of to somebody else. It is for this reason the minister ventured to interrupt your deliberations on other matters to discuss this particular question.

By Mr. Croll:

Q. Do you recommend it, Mr. Pearson?—A. Yes, I would.

Mr. CORB: Go ahead.

By Mr. Coldwell:

Q. How large is this house Mr. Pearson?—A. Mr. Monette has just gone to get some photographs of the house which will give you some idea of what it is like. The house has a basement which includes a fireproof boiler room, fuel storage and two storage rooms. It has entrance halls with small cloakrooms; drawing room 30 by 23; dining room 29 by 23; loggia 14 by 21; library 25 by 16;

a large kitchen and serving pantry; servant's halls and separate entrance; a suite of two bedrooms and two bathrooms; a sun terrace, three bedrooms with bathroom each; sewing and linen room, servants' quarters consisting of five bedrooms and two bathrooms and one servant's room. There are just two floors.

By Mr. Fraser:

Q. What grounds are with it?—A. There is a fine garden behind the house which fronts on Rock Creek Park.

Q. What repairs would have to be made before this house could be taken over?—A. I am informed by Mr. Monette, who is in a better position to answer technical questions than I am, that practically no repairs would be required. It would be possible for the ambassador to move in almost at once.

Q. You mentioned the size of the drawing room. It is not large?—A. It would be large enough to entertain 26 people or so at an official dinner.

Q. It is not large by any means?—A. We think it would be large enough for our purposes in Washington.

By Mr. Coldwell:

Q. When was this house built?—A. It was built ten or fifteen years ago.

By Mr. Boucher:

Q. How much land is there with the house?—A. I am going to ask Mr. Monette to answer the details of the property. He has all the plans with him. He will be back in a few moments.

I can say I know this building and I know most of the embassy buildings in Washington, having lived there. This particular residence would not be as large as some of the others, but would be large enough, I think. It would be about the same size as the Australian, Bolivian, Chilean, Greek, New Zealand and Norwegian embassies for instance. It would not be as large as the embassies of Belgium, Brazil, Cuba, Mexico, Spain, Turkey or some others.

By Mr. Knowles:

Q. In those cases, have they two buildings?—A. Apart from some of the small countries, the embassies in Washington have separate chanceries.

By Mr. Fraser:

Q. There would be no taxes to pay on this building?—A. No taxes.

Q. What is the estimated cost of the upkeep on this place? Have you any idea of that? You said there would be no repairs or very few?—A. The cost of the upkeep of the old embassy—

Mr. JACKMAN: Are you speaking of the building upkeep or the entertainment upkeep?

Mr. CROLL: The entertainment upkeep is different.

Mr. COLDWELL: You would have the entertainment upkeep anyway.

Mr. FRASER: I suppose it would be difficult to say.

The WITNESS: I wonder if I could have Mr. Monette join me at the table.

The CHAIRMAN: Yes, but would you give us your opinion as to the long term policy with regard to an embassy building. Canada is a growing country and is a neighbour of the United States. I should like very much to have your opinion on that point because I know your opinion would be highly regarded.

The WITNESS: I would say that, on the assumption we wish to be represented in Washington with dignity, though without extravagance, and that Canadian interests in Washington are important, and will remain so, I would

say that this house would fulfill our requirement within the foreseeable future. It is not as expensive or as large as the embassies of some other countries, but would I think be quite adequate for the Canadian ambassador for the next 15 or 20 years.

Mr. JAUQUES: Could Mr. Pearson tell us of a comparable building in Ottawa so we could get some idea of the size of the building?

The CHAIRMAN: We will have the pictures of the house in a moment.

Mr. KNOWLES: Is it more like the French Embassy or the Soviet Embassy in Ottawa?

The WITNESS: The Davidge house about which I am talking is not like the French Embassy or the Soviet Embassy. I cannot think, off-hand, of any house in Ottawa with which to compare it.

By Mr. Cote:

Q. How about the American Embassy here, I mean the ambassador's house?

—A. The Davidge house is a more modern house than that, and, in some respects, would lend itself more effectively to entertaining. It has not as much ground, but it is a comparable house. The Davidge house, I would say, compares with the Belgian or Brazilian embassies in Ottawa.

Mr. COTE: If it is suitable for the American government, representing 120,000,000 people, to have a house in Ottawa which compares with the Canadian house we are about to have in Washington, I suggest we should entirely rely upon the opinion of the Under Secretary of State for External Affairs. He knows the subject about which he is talking. I submit we should lose no time in endorsing the proposal.

By Mr. Croll:

Q. Did I understand you to say we are paying about \$9,000 a year rent?

—A. Yes.

Q. If we capitalize that rental, we are within the scope of what you suggest we should pay?

The CHAIRMAN: I believe the members of the committee would like to see the plans and have an explanation from the architect. Then, the committee will have more arguments to use because we may meet some opposition, individually, if not collectively, in this case.

Mr. JAUQUES: I understood the minister to say he wished us to assume some of the responsibility. He did not want to assume it all himself.

Mr. BEAUDOIN: It is an expression of opinion you want from the committee.

By Mr. Jackman:

Q. May I ask a few questions? Do most of the embassies in Washington have chancelleries separate from the ambassador's living quarters?—A. The great majority of them have now. It is so in most cases except in those of the small countries.

Q. The official entertainment is usually carried on at the residence rather than at the chancery, is it?—A. All the entertainment is carried on in the residence.

Q. How large is the staff in Washington now, do you know?—A. I think that the diplomatic staff, that is the secretaries of the embassy, including the commercial staff and the Service attachés would number about 22. There is the ambassador, the minister, a counsellor, a commercial counsellor, a financial counsellor, three Service attachés, a commercial secretary, a first secretary, an

information officer, an assistant military attaché, two second secretaries, four third secretaries, three assistant commercial secretaries and an administrative officer.

By Mr. Marquis:

Q. This total would not include the clerical staff?—A. Not at all. That is just the professional staff.

By Mr. Fraser:

Q. You mentioned an information officer. Is the Canadian Information Service housed in the same building?—A. The information officer is now from the Department of External Affairs.

By Mr. Jackman:

Q. How does this house compare with that house which is sometimes described as the "Little White House", the one used by the United States for less distinguished visitors?—A. Blair house has an historical background. It is a sort of a museum period piece right in the middle of Washington.

Q. It has a nice garden?—A. Blair house has a very small garden and this house has a large garden.

By Mr. Knowles:

Q. In how many cases, roughly, do we have both a chancelry and an embassy? Do we have two buildings in more capitals than we have one building?—A. I should think—I speak subject to correction because I am not familiar with all the details of all the properties—that possibly two-thirds of our properties now have embassies separate from the offices.

Mr. BOUCHER: As a member of the committee, I do not feel we, as a committee, should be led into the approval or disapproval of this proposition. It does not seem to me we are at all competent to express any views on the matter. Personally, I should not like to either approve or disapprove. I think it is entirely up to the minister himself. I am afraid my recommendation would be that the committee decline to comment upon it.

Mr. BEAUDOIN: We can express views on the broad general subject. We have Mr. Pearson here who can submit to us detailed information. We also have the chief architect, Mr. Monette. If some members of our committee do not want to approve or disapprove the project, I suppose they have to do so. However, they can certainly express their views.

Mr. MARQUIS: This matter would come under the estimates, I think.

Mr. COLDWELL: We are not asked to approve or disapprove. All we are asked to do is to hear the proposition and to make up our own minds, either now or subsequently, as to whether we consider this is a good business deal on the part of Canada. In considering that, I think we have to be guided by the rental we are now paying as well as the necessity of a proper place for the ambassador. I think no one will have to take the responsibility for whatever is done, but, on the other hand, I think it is wise we should get the information we are now getting. Personally, I think Mr. Pearson is probably in the best position, since he lived in Washington, to know whether this is a reasonable proposition. I understand he says it is.

Mr. MACINNIS: I think the position of the Minister for External Affairs, with which I am in complete agreement, is that this has, in perhaps a small way, some political implications. There is a great housing shortage in Canada and what the minister has in mind is that we need an embassy in Washington. We have to have one, either by rent or by purchase within a short period of time. What he desires, I think, is if the government goes ahead and purchases this

property, when matters of housing come up in the Chamber, we should not say, "You were able to put up the money to buy a house in Washington for the ambassador but you cannot get houses for our own people in Canada." I think we have a responsibility here of either approving or disapproving, to the extent this committee has responsibility in these matters.

I suggest that if we approve, and we should either approve or disapprove, that when the matter of housing comes up in the Chamber, we will not make political use of this in the House. I think the position of the minister is absolutely sound and absolutely correct in this matter at this particular time. I am no judge of the kind of house which would be required for the ambassador. In fact, I am no judge of the kind of house I should buy for myself. I bought one last year and I know I paid too much for it. I imagine anyone else would be in just about the same position. I think after we hear from the architect, we should give an expression of opinion.

Mr. JAKES: It seems to me that we, as a committee, will be competent to express an opinion as to policy, whether the Canadian government should buy a house or whether the ambassador should continue to live in an hotel, but I do not think we are competent to give an opinion as to the suitability of any particular house without personal knowledge of Washington.

The CHAIRMAN: My own reaction, as chairman of the committee, is this; I am very glad indeed that this matter, an important one, has been referred to our committee, not for final decision, but for a recommendation. After all, we are a part and parcel of the parliamentary system and our report will be dealt with by the whole House of Commons. I believe that is one way of building up our importance which has been built up gradually. I think this is a step in the right direction.

Mr. COLDWELL: I do not think the minister asked us to approve or disapprove of this. I think I agree with Mr. MacInnis completely. I think we have to be guided to some extent by our knowledge of what Canadian embassies usually do.

My observation is this, both in visiting Washington and other places and attending international conferences, that the Canadian delegations and the Canadian External Affairs department delegations are most modest compared with other countries. I would be prepared to view this proposition, this recommendation from the minister and from the Under Secretary of State in that light. My observation has been that the Canadian government delegations are much more modest in what they do, entertainment and all the rest of it, than almost any other delegation.

Mr. MARQUIS: Mr. Chairman, I understand we are not in a position to judge the property because we have not seen the property. However, we are here to receive evidence and information from Mr. Pearson and the architect. If we have this information, I think we will be in a position to make a recommendation. I understand the minister desires the committee to gather information and make an appropriate recommendation as to the policy to adopt. That is, whether we should continue renting a house or whether we should buy one.

Mr. Low: Mr. Chairman, I think it would be well to get more information. I would not be afraid to take part of the responsibility for making a decision on policy. Would you mind telling us Mr. Pearson, or perhaps Mr. Monette could tell me, whether the figure of \$9,000 odd a year rental which you paid for the house you did have included the cost of maintenance, that is, repairs and replacements?

The WITNESS: No, I think that figure is just the rental figure.

Mr. MONETTE: That is the rental figure. It was rented as a temporary measure.

Mr. Low: You had to take care of the maintenance costs yourself over and above that?

Mr. MONETTE: Yes, and it is a smaller house.

Mr. MARQUIS: Will the amount you have to pay for rent increase if you rent another place?

The WITNESS: If we rent an embassy in Washington, we will not get one for \$9,000. The house which we have now is not an embassy, it is a small house; not small according to your standard or mine, but small according to the Washington official standard of ambassadorial use. It is important to remember that if we do not buy this house, it would cost us from \$16,000 to \$20,000 a year to rent an embassy.

Mr. Low: That is what I was trying to establish, whether or not the actual rental value of this house which you propose to buy would be within the range of the rent you are now paying.

The WITNESS: Mr. Chairman, we felt we were very fortunate in securing an opportunity to purchase this Davidge house for \$300,000. Large as this sum may seem, we expected to have to pay more. At \$300,000 with 3 per cent interest and 2 per cent depreciation, which is a half a per cent more than the depreciation usually allowed in Washington, and with a cost for maintenance, painting and minor repairs estimated at \$1,000, the rental equivalent to the cost of the Davidge house would be around \$16,000. Therefore, if we paid anything more than \$16,000 rental for an embassy, we would be losing money. I do not think we would get an embassy in Washington on a rental basis for less than \$16,000 a year.

By Mr. Marquis:

Q. A building of that kind would cost how much?—A. We were told that this building would cost \$353,000 to build now.

Q. To rent it, I mean?—A. If we could rent it, which we could not, we would I think, have to pay at least \$18,000 or \$20,000 a year.

By Mr. Fraser:

Q. How much is it going to cost to furnish this place?—A. It will cost very little because we have furniture in Washington. When we transformed the old embassy into an office, we kept the furniture. Practically all of the furniture can be used for the new embassy. The cost for furniture will be very little.

Q. You will need a great deal more furniture to furnish this house?—A. I do not think so. I think the furniture we had in the other house will be just about enough.

By Mr. Knowles:

Q. What do you mean by, "very little"?

By Mr. Fraser:

Q. The point I am getting at is the layout might be different. You will need more rugs, for instance. I understand when new embassies are taken over, the old furniture is discarded?—A. In this case, Mr. Chairman, we have gone into this side of the question rather carefully. Practically all of the furniture of the embassy, which was very good furniture, and the rugs, can be used in the new building. I believe I am right in saying that little will be required. What "very little" means in the way of dollars I am not quite sure.

Mr. MARQUIS: If you rent another place, perhaps you will have to buy some new furniture, too.

The CHAIRMAN: Are you ready to proceed with the evidence of Mr. Monette now?

By Mr. Jackman:

Q. May I ask how much of the \$350,000 replacement value would be in the land itself? Is it a very valuable section of the city?—A. \$50,000 is for the lot, I think.

Mr. LOW: What is the size of the lot, Mr. Monette? I am acquainted with the old house, but how far and in what direction is the Davidge house from that?

The WITNESS: If you know Massachusetts Avenue, going up from the old Canadian Embassy towards the British Embassy, you cross the bridge over Rock Creek Park and, about 200 yards further, you turn right and go down a drive which leads into the park. That is where the house is.

By Mr. Jackman:

Q. As to the size of the house, I am wondering whether it is large enough. How many people can you entertain?—A. I hazarded a guess that you could entertain from 26 to 30 at a dinner in the dining room. From my experience in Washington, that ought to be enough at any dinner party.

Mr. KNOWLES: On the so-called political question to which Mr. MacInnis referred, I do not think it should be assumed that approval by this committee necessarily ties the hands of the members in so far as mentioning it at any time in the future is concerned. Actually, there is no action, in the sense that if we spend this money it is going to stop the building of houses in Canada; is not that so?

The CHAIRMAN: I would not think so.

Mr. KNOWLES: If it did, I do not think the minister would bring it here and recommend it to us.

Mr. CROLL: That is right.

Mr. KNOWES: However, that does not mean that the members of the committee should not say, in the future, "If we found the money to buy this embassy, why can't we find the money to build houses in Canada?"

Mr. CROLL: That is exactly what the minister said; the possibility of people attempting to turn this thing into a political issue is considerable and it is the thing we are trying to avoid. Mr. MacInnis caught the nail on the head. We have always avoided political controversy in these matters. Expenditures for ambassadorial purposes are considerable. I have never heard it mentioned, but this is an urgent matter. We spent \$6,000,000 here at one stage on the recommendation of these gentlemen in the department. I take my responsibility and everybody else takes his responsibility. I think, on the same basis, I have the same confidence in him with regard to spending this money. It is needed and the requirements are known by this man. It is economic and I am prepared to take my responsibility. I feel the same way about the House of Commons as does my friend Mr. Knowles and the other members of the House. I would be tempted to twit the government a bit about this same matter, but this is not the sort of thing we can do. It is not the sort of issue upon which anyone is gagged, but I think there is an understanding that this matter is sort of forgotten.

Mr. GRAYDON: I arrived somewhat late and perhaps these matters have been discussed, but I should like to know how old this Davidge house is, Mr. Pearson.

The WITNESS: I said about fifteen years old, but I will ask Mr. Monette now, because he will give an exact answer to that question.

Mr. FRASER: It is marked here, on the plans, as 1930. It is likely the house was built later than that, though.

By Mr. Graydon:

Q. Has there been any transfer of that property since the house was built?—A. No, the owner has lived in that house ever since.

Q. What was the cost price of the building when it was built?

The CHAIRMAN: The valuation of the building was given.

Mr. BOUCHER: I think Mr. Pearson told us the amount it would cost to build it today was \$350,000.

The WITNESS: \$352,000.

Mr. BOUCHER: That does not give us the value of it when it was built.

Mr. GRAYDON: It strikes me the one important thing about this which we will have to watch is that anyone who is buying property today is, of course buying at the highest peak price in the history of real property in this country or the United States of America. Now, I suppose this point has been carefully considered and the urgency would have to be reasonably great to force one to walk into the real estate market today and pay the highest prices we have ever had to pay in the history of real estate in these countries. There is our problem and it is one which will have to be very carefully considered, I think.

Mr. COTE: The minister explained to us that we either purchase this house this week, or the ambassador has to go to a hotel because there is no other available housing.

Mr. BEAUDOIN: Either that, or we have to pay a rental which is also at its peak.

Mr. BOUCHER: Bearing in mind the yardstick which is ordinarily used, the rental of a house to be economic at all, must be about 10 per cent of the cost of a house. Some people say it should be 12 per cent and I guess, under present conditions, it would even exceed 12 per cent. That being the case, the deputy minister has stated he feels 5 per cent of \$300,000 would be \$15,000 and with carrying charges, irrespective of rent, your investment would be \$16,000. Upon reflection, it would seem we would be better to pay rent at \$20,000 or \$25,000 than to purchase this house at this time. I am speaking from a purely economic viewpoint. The question is, could we rent premises to get us over the hiatus of inflated prices, right now, on a scarce market. Could we acquire accommodation which will be satisfactory at a rental of under \$20,000 or \$25,000? If so, I would recommend we secure that rather than purchase this house, from what information I have. As I say, I do not like to commit myself one way or the other, because I do not think from an economic viewpoint, we have sufficient particulars to decide the matter.

Mr. GRAYDON: Have you had any good business man who knows something about real estate on the job? Many of us have been in real estate at different times and know it is hopeless for a committee to sit around like this considering a little bit of evidence here and a little bit of evidence there and put through a deal or give sound advice. A deal of this type is a straight question of good business. I think it has to be put on that basis from the standpoint of the taxpayers in the Dominion of Canada. What has been done in respect to that angle, to make sure it is the best move we could make.

Mr. LEGER: Mr. Monette was there and he is the architect.

Mr. GRAYDON: We need more than an architect, and that is no reflection on Mr. Monette, for whom I have a very high regard, nor architects generally. What you really need is someone who knows business conditions and can tell whether or not this is an advisable move to make. If you were going to buy a

house, yourself, you would not leave the decision as to what you were going to do up to some committee of members of parliament in Ottawa, especially if you were buying property in Washington. You are going to get the best advice you can from people who know not only the cost of the structure, but what the possibilities are of prices declining sufficiently in the next five years so that you might only have to put up \$200,000 for that place. Even Mr. Boucher's suggestion as to renting would have to be considered in the same manner, in order to see what the saving to the taxpayers would be.

The WITNESS: The department consulted, I think, the best real estate adviser we could get in Washington, Mr. Flather, who had been recommended to us for the purpose. It was largely on his advice that we thought this was a good business proposition, quite apart from the fact we had Mr. Monette with us. It is true values are inflated in Washington as they are in every other place. It is also true that when the government was contemplating the purchase of the Iranian Embassy last year, it was for that reason that they did not purchase it. The price was too high. We feel this particular house, in practically every respect, is a better embassy than the Iranian property for which they eventually asked \$375,000. When we were told we could get this house for \$300,000, we thought we were very fortunate. The department then ventured, at the request of the minister, to bring the matter before the committee at once because we only have two or three days in which to make up our minds.

By Mr. Graydon:

Q. Has there been any dickering over this price or are you just taking the price which the owner asks?—A. Yes, there has been some deal. The original price asked was higher.

Mr. MACINNIS: Negotiation, not "dickering".

Mr. GRAYDON: I just used the word "dicker" so you would understand.

By Mr. Fraser:

Q. Does the government carry insurance on the properties which it has outside of Canada?—A. I do not think they are insured.

Q. I know the government does not do so in Canada but I wondered if a different policy was followed outside of Canada?—A. I am informed we have no insurance.

By Mr. Coldwell:

Q. The question of renting a place has been mentioned. You were in Washington and can tell what the possibility of renting a suitable place would be?—A. We have, for nearly a year, been trying to find a place suitable for purchase or rent. We have even contemplated buying a lot and building an embassy; or, rather, putting that proposition forward. We have not found any property, suitable for an embassy, for rent in Washington. We have been able to find a house temporarily in which the ambassador can live very comfortably, but where he cannot do his job adequately as ambassador. Furthermore he has to vacate that house after July of this year.

The CHAIRMAN: The argument of Mr. Graydon is quite a sound one, but when it is considered you cannot get any accommodation at all, it becomes more than just a business problem.

Mr. GRAYDON: This government is now in much the same position as the returned soldier who is coming back to Canada and cannot find a home.

Mr. COTE: As I said before, Mr. Chairman, we are a committee and are not, I think, on the same level to judge this proposition as is the Under Secretary of State for External Affairs. I submit we should shoulder our

responsibility and endorse the proposal which has been made. This is an urgent matter because a decision has to be made this week. I, for one, am willing to endorse the decision which is arrived at by the Department of External Affairs for the purchase of that property. I propose the committee subscribe to that proposal now.

The CHAIRMAN: Before we deal with that, if you are in agreement, I believe we should sit until one o'clock in an attempt to clear this matter up.

Mr. GRAYDON: May I make a suggestion with respect to that? I, for one, am not prepared to endorse or reject a proposal for the purchase of a \$350,000 property in Washington with only an hour or two of discussion, or, even a day of discussion. Actually, it amounts to this, that the responsibility for this rests entirely upon the government and not on this committee. I think the committee must, in all fairness, discuss the question so the government will then have the various points of view which are brought out. In this way the government may, possibly, arrive at a more sensible, more appropriate decision. I do not think it is up to the committee. I do not think we should set a precedent by means of which a committee will decide matters of such a technical, detailed nature as this. Such things are really within the province of the government rather than of parliament.

I think this committee's discussion will be very helpful to the government in arriving at its decision because we want to have all the points brought out so the government will be able to make the best bargain possible. Personally, I do not think I am ready to vote on a matter so important as this on the evidence which I have. I suppose I am more cautious than others would be because I have been in real estate deals before. I know something about them. I do not think they are ever decided in this particular informal manner.

The CHAIRMAN: I did not finish my statement, I intended to say, if it was agreeable to the members, we would sit until one o'clock and then reconvene tomorrow to consider this question. This would give the members 24 hours to consider the matter.

Mr. COLDWELL: There is a radio committee tomorrow.

The CHAIRMAN: So far as I am concerned I am in the hands of the committee on the matter.

Mr. COTE: Why don't we come to a conclusion right away? After all, this report will go to the House and those who do not seem to be prepared to endorse the proposal will have an opportunity to discuss the matter on the floor of the House. I, for one, will defend it and I am quite sure the majority of the members of this committee are able and willing to take that stand. I do not think we can definitely settle the matter here. If there is any member of the committee who still wishes to discuss the matter, he can discuss the matter on the floor of the House. We may just as well finish with it and report on it.

The CHAIRMAN: It is not a matter of being pro or con, so far as we are concerned, it is a matter of securing more information to satisfy ourselves that we fully grasp the situation,

Mr. COTE: I think all the members of this committee should be satisfied by now. We have heard the Under Secretary of State for External Affairs in whom we have confidence, and the minister in whom we have confidence. What more do we need in order to make up our minds?

Mr. GRAYDON: The reason the minister and deputy minister are here is because their minds are not made up. It is for this reason they have thrown the problem on the shoulders of the committee.

The CHAIRMAN: The minds of these gentlemen are made up, but they desire to have the opinion of the members of the committee and of the House.

Mr. COLDWELL: It seems to me the only thing which the government can ask this committee to do is to approve the policy. The responsibility for buying the property must be on the government.

Mr. JAKES: The responsibility for buying that particular property or any property.

Mr. COLDWELL: Yes.

Mr. JAKES: That is my view, too.

Mr. COLDWELL: I think the discussion we have had is valuable. I know had this been placed before me in the House I might have wanted to ask a lot of questions there and it is much more difficult there than it is around this table. Around this table, one can get the feeling. I know my own feeling at the moment is that we should approve the policy and, it seems to me the recommendation of the department is one which seems reasonable. After the department has considered all the matters in connection with it, I would be guided by that when the matter came to the House.

The CHAIRMAN: Then, we will proceed until one o'clock.

Mr. MARQUIS: I think it is important the members have all the information they want to have.

Mr. KNOWLES: Will this matter come before the House in the form of a supplementary estimate or how?

The WITNESS: In the supplementary estimates last year, there was included an item of \$325,000 for the purchase of an embassy building in Washington. I believe the government had hoped they would get the Iranian embassy for that amount. This was impossible. I presume the government will have to put another item in the supplementary estimates this year if it is decided to purchase this building.

I think perhaps I should have made it clear at the beginning and I did not, that so far as the department is concerned, we hope that the policy will be to purchase embassy buildings in all countries where we are represented, rather than pay rent. We think it is better, from more than one point of view, to own our buildings in the foreign countries, unless they are countries in which we are not likely to be permanently represented.

Mr. Low: But you do admit the timing of the purchase?

The WITNESS: I do, indeed. It is a very important consideration. It would be a very bad business to purchase buildings in some countries when you might be able to get them much more cheaply two years from now. In Washington, if it had been possible to rent a suitable building for three or four years, I think it would have been good business to have rented it. Then, at the end of that time, we could either have purchased a building at a lower figure or possibly built our own Canadian embassy, of Canadian design and with Canadian furnishings. We have been unable to carry out that policy in Washington because we have not been able to secure a suitable building for rental.

Unless the ambassador is to live in a hotel, where he will be very comfortable, or continues to live in his present house or some house like it where he will also be very comfortable but where he will not be able to do the job he should do, then we are confronted with the necessity of purchasing this building.

The CHAIRMAN: Some members seem to fear that we will try to shift the government's responsibility. This is not the point. We can only advise on the policy of the government in securing proper accommodation for the Canadian ambassador. We can go no farther than that.

Mr. KNOWLES: Will we be making a recommendation in the form of a report to the House of Commons? Are we not just discussing it so the department will know the opinion of the committee?

The CHAIRMAN: I should like to see the committee make a report on the matter.

Mr. KNOWLES: The last time we made a recommendation to the House for the expenditure of money, it was thrown out.

The CHAIRMAN: This would be different.

Mr. KNOWLES: That is what might happen again; we might be told to buy this house ourselves.

Mr. GRAYDON: It seems to me when the delegation from this committee was down at Lake Success, if they really wanted to do a good job, they should have gone to Washington to see this building.

The CHAIRMAN: I think some members would gladly pay their own expenses to go down there again to see this building.

Mr. GRAYDON: May I say this; I think there is a very special issue involved here. I do not think we can create a precedent by means of which the government, whenever it is in a difficult position with respect to anything in connection with exercising judgment on a detailed matter such as this, would be able to come to the external affairs committee and say, "Now, you people either reject or endorse this proposal."

Mr. COLDWELL: You should have been here when Mr. St. Laurent was here. I do not think that was his proposal.

Mr. GRAYDON: I do not want to go on a wrong premise, if this is the case. In any event, what has transpired since I came in here would indicate we are to make a report to the House.

Mr. COLDWELL: No.

The CHAIRMAN: Personally, I am strongly in favour of it.

Mr. GRAYDON: I do not think we should.

The CHAIRMAN: Of course, I will be guided by the majority of the committee.

Mr. COLDWELL: We will be getting a supplementary estimate in connection with this item and that is the time we should approve or disapprove of it.

The CHAIRMAN: We are on the estimates now.

Mr. GRAYDON: But this estimate has not been tabled.

The CHAIRMAN: Personally, I would be strongly in favour of making a recommendation. All our standing committees have that power. In many instances, these recommendations to the House are ignored, but they give a guidance to the discussion. The fact there is a recommendation does not necessarily imply there will be concurrence in that recommendation. However, there is something before the House.

Mr. GRAYDON: If the government feels there should be a discussion in parliament—

The CHAIRMAN: They cannot stop discussion.

Mr. GRAYDON: If the government asks concurrence in such a report, there will be discussion.

Mr. COLDWELL: I would not think there should be a recommendation. I want to say this quite frankly, so far as I can see right now, the government proposal is a good one. I do not think the committee should make this proposal to the House. I think all the minister asked us to do was to consider this matter and discuss it. Out of the discussion, he would get the consensus of opinion, or you would get the consensus of opinion, and the government would understand the position.

The CHAIRMAN: I am in the hands of the committee in the matter, but I should like the committee to take more decisive action in connection with anything which is placed before us.

Mr. KNOWLES: When any proposal for the expenditure of money is placed before the House, it has to be accompanied by a statement that His Excellency the Governor General has been made aware of it and recommends it to the House.

The CHAIRMAN: Not a departmental item.

Mr. KNOWLES: Any supplementary estimate which is brought in, the Governor General has to have seen it and signed it in his own hand.

The CHAIRMAN: I do not think so, but you may be right.

Mr. GRAYDON: We are doing something, Mr. Chairman, which is entirely different to what is called for by the rules. Here is a supplementary estimate which is not before the House as yet, and yet the committee has already approved of it. We would be approving of it before it came before the House or before it was even before the committee. I do not think we can do that. We always have to have the estimate before us.

After all, the reference to this committee as sent to us by the House of Commons, does not permit us to do what the chairman suggests. I would submit all our power as a committee rests entirely on the terms of reference from the House of Commons. The reference to this committee is simply a reference on the departmental estimates, numbers so and so, and so and so. This estimate has not yet been approved by the government nor submitted to the House for reference to this committee.

Mr. COTE: Mr. Chairman, if we do not report to the House, would you consider printing the minutes of today's meeting containing all the suggestions and proposals made this morning?

Mr. Low: As a matter of general policy, I think the government ought to have its own embassy in Washington. Now, if the committee were to agree on a proposition of that kind, that is about as far as it can go.

Mr. MacINNIS: Mr. Chairman, I do not think the committee is obliged to approve or disapprove this proposal in so many words. We have heard the Minister for External Affairs and we have heard Mr. Pearson. I think if we do not make an adverse recommendation on this item, then it goes through in the same way as the other items in the estimates or the other matters which have been brought before us. The questions which we have to put in our report are questions which we want to go to the government or to the House of Commons. Our expression of opinion on this matter of government routine business could be given by suggesting the government provide accommodation for the ambassador in the best possible way. This will meet the situation. I did not believe it was a recommendation from us the minister had in mind when he brought this matter to the committee. He did have in mind the matter of the circumstances which I mentioned before and we should keep that in our mind.

The CHAIRMAN: From the discussion I have heard I am satisfied there will be no report. I am always in the hands of the majority of the committee. What I had in mind was this, that we are building up this committee to be one of the most important committees in the House of Commons. It is becoming more and more important from year to year. We can notice that if we look back to 1945. I believe the members of the committee are right, it is not a matter for recommendation, it is a matter for discussion in order to satisfy the members' minds on the point. In order to do this, we may have to sit again this afternoon. We want to have all the details we can possibly have. We are receiving publicity in connection with this matter.

Would the members of the committee care to hear from Mr. Monette now? I believe he has some information to give us.

Mr. JACKMAN: Is there a third storey to this house?

The WITNESS: No.

Mr. MONETTE: I have visited many houses in Washington, I would say about 15 or 20 of them. So far as suitability is concerned, I think this house is the most suitable I have seen. It is perfectly suitable for an embassy. The residence is very well planned. On the second floor, there are five large bedrooms. The plan is not too complicated. The outside appearance is good. It is located on a street in front of which there is park land. As a matter of fact, there are no neighbours in front. It is located on a corner lot, which means the service entrance is on the side and the garage and that sort of thing are directly on the side street. The neighbourhood is very good. All the houses around it are dignified, but not too dignified. It is just a few hundred feet from Massachusetts Avenue. It is not on the main thoroughfare, it is a secondary street but a very dignified street. The house is very well built and has been very well kept. There are practically no repairs to be made, so there is no heavy expenditure to be met.

Mr. GRAYDON: Will there not have to be some alterations made to make it useful as an embassy?

Mr. MONETTE: Very few; perhaps a cloakroom could be added, but there are not many alterations.

Mr. FRASER: You mentioned the fact there are few repairs. I notice the roof is a slate roof with a tin deck.

Mr. MONETTE: I have been on the roof myself, but I think it has a copper deck.

Mr. FRASER: The doors and windows are copper covered but I see there is a tin deck on the roof.

Mr. MONETTE: You mean the eave troughs?

Mr. FRASER: No, on the roof proper, there are tin decks. I just wondered if they would not have to be repaired.

Mr. MONETTE: I have not been on the roof deck, but I have been around the troughs. They are all in good condition and that tin deck is in good condition.

Mr. FRASER: This house has been up for some 17 years and I know in 17 years' time galvanized iron would rust if it were not painted.

Mr. COLDWELL: I think we could continue the discussion in this way for a long time. It seems to me if we approve the policy that we must have an embassy, we cannot rent one, we have to buy one, then, the government must take the responsibility for buying any particular property.

Mr. LEGER: I think we should approve or disapprove of the acquiring of an embassy in Washington. The government will decide the matter after that. I move we approve the acquiring of an embassy.

Mr. GRAYDON: That would get us into exactly the position in which we do not want to be placed. Actually, there is no other building, apparently, which the officials have in mind except this one. If that is the case it means, Mr. Leger, with deference to you, we are getting exactly into the position in which we did not want to be.

The CHAIRMAN: I think the discussion has been very instructive and very helpful. It has enabled the government and the members of the department to secure the opinion of the members of the committee.

Mr. JAKUES: There is just one question which I should like to ask the architect. How much of this \$300,000 would be represented by the building itself and how much for the site?

Mr. CROLL: \$50,000 for the land.

Mr. JACKMAN: Would there be about an acre of land in this site?

Mr. MONETTE: No, I would not say an acre. It is about 130 or 140 feet in length and about 75 or 80 feet in depth. The over-all dimensions are not shown on this plan.

The CHAIRMAN: Are you satisfied that we have discussed the question from all angles? There is one question I will ask Mr. Pearson before the committee adjourns.

The WITNESS: I think it would be valuable for the department, to get an expression of opinion from the members of the committee on the general policy which the department desires to adopt in connection with its buildings abroad. We believe we should own our property rather than rent it, where business considerations make ownership desirable. It is this plan to which we should like to work over the years ahead.

Mr. JACKMAN: When you rent a property in the United States or a foreign country, does the owner of that property have to pay taxes in as much as the property is being used by the embassy? It would make a big difference in the rental?

The WITNESS: I think the taxes are included in the rent. The owner of the property has to pay taxes. That is another reason why it is desirable to own property which we get tax free.

Mr. COLDWELL: It seems to me the proper thing to own property, but it just depends upon building and property conditions when you acquire the property, you know. I do not think this committee is competent to direct the department in that regard.

Mr. CROLL: I agree.

Mr. KNOWLES: I think we should adopt a motion of thanks to the department for bringing this matter before us. I would move such a motion.

Mr. CROLL: Agreed.

The CHAIRMAN: I wish to thank you, Mr. Pearson, and Mr. Monette, for being here and for making these representations. I assume it is the desire of the members of the committee to carry out the wish of the minister for External Affairs, if it is possible, and have our report on the refugee organization ready as soon as possible. We will take up this matter at our next sitting on Friday. In the meantime, I should like every member of the committee to help in the wording of our report. It is a very delicate problem.

The committee adjourned at 12.50 p.m. to meet again on Friday, May 23, 1947, at 10.30 a.m.

Appendix A

CONSTITUTION OF THE INTERNATIONAL REFUGEE ORGANIZATION

PREAMBLE

The Government accepting this Constitution, Recognizing:

that genuine refugees and displaced persons constitute an urgent problem which is international in scope and character;

that as regards displaced persons, the main task to be performed is to encourage and assist in every way possible their early return to their country of origin;

that genuine refugees and displaced persons should be assisted by international action, either to return to their countries of nationality or former habitual residence, or to find new homes elsewhere, under the conditions provided for in this Constitution; or in the case of Spanish Republicans, to establish themselves temporarily in order to enable them to return to Spain when the present Falangist regime is succeeded by a democratic regime;

that re-settlement and re-establishment of refugees and displaced persons be contemplated only in cases indicated clearly in the Constitution;

that genuine refugees and displaced persons, until such time as their repatriation or re-settlement and re-establishment is effectively completed, should be protected in their rights and legitimate interests, should receive care and assistance and, as far as possible, should be put to useful employment in order to avoid the evil and anti-social consequences of continued idleness;

and

that the expenses of repatriation to the extent practicable should be charged to Germany and Japan for persons displaced by those Powers from countries occupied by them:

Have Agreed:

for the accomplishment of the foregoing purposes in the shortest possible time, to establish and do hereby establish, a non-permanent organization to be called the International Refugee Organization, a specialized agency to be brought into relationship with the United Nations, and accordingly

Have Accepted the Following Articles:

ARTICLE 1

Mandate

The mandate of the Organization shall extend to refugees and displaced persons in accordance with the principles, definitions and conditions set forth in Annex 1, which is attached to and made an integral part of this Constitution.

ARTICLE 2

Functions and Powers

1. The functions of the Organization to be carried out in accordance with the purposes and the principles of the Charter of the United Nations, shall be: the repatriation; the identification, registration and classification; the care and

assistance; the legal and political protection; the transport; and the re-settlement and re-establishment, in countries able and willing to receive them, of persons who are the concern of the Organization under the provisions of Annex 1. Such functions shall be exercised with a view:

- (a) to encouraging and assisting in every way possible the early return to their country of nationality, or former habitual residence, of those persons who are the concern of the Organization, having regard to the principles laid down in the resolution on refugees and displaced persons adopted by the General Assembly of the United Nations on 12th February 1946 (Annex III) and to the principles set forth in the Preamble, and to promoting this by all possible means, in particular by providing them with material assistance, adequate food for a period of three months, from the time of their departure from their present places of residence provided they are returning to a country suffering as a result of enemy occupation during the war, and provided such food shall be distributed under the auspices of the organization; and the necessary clothing and means of transportation; and
- (b) with respect to persons for whom repatriation does not take place under paragraph 1 (a) of this article to facilitating:
 - (i) their re-establishment in countries of temporary residence;
 - (ii) the emigration to, re-settlement and re-establishment in other countries of individuals or family units; and
 - (iii) as may be necessary and practicable, within available resources and subject to the relevant financial regulations, the investigation, promotion or execution of projects of group re-settlement or large-scale re-settlement.
- (c) with respect to Spanish Republicans to assisting them to establish themselves temporarily until the time when a democratic regime in Spain is established.

2. For the Purpose of carrying out its functions, the organization may engage in all appropriate activities, and to this end, shall have power:

- (a) to receive and disburse private and public funds;
- (b) as necessary to acquire land and buildings by lease, gift, or in exceptional circumstances only, by purchase; and to hold such land and buildings or to dispose of them by lease, sale or otherwise;
- (c) to acquire, hold and convey other necessary property;
- (d) to enter into contracts, and undertake obligations; including contracts with governments or with occupation or control authorities, whereby such authorities would continue, or undertake, in part or in whole, the care and maintenance of refugees and displaced persons in territories under their authority, under the supervision of the organization;
- (e) to conduct negotiations and conclude agreements with governments;
- (f) to consult and co-operate with public and private organizations whenever it is deemed advisable, in so far as such organizations share the purpose of the organization and observe the principles of the United Nations;
- (g) to promote the conclusion of bilateral arrangements for mutual assistance in the repatriation of displaced persons, having regard to the principles laid down in paragraph (c) (ii) of the resolution adopted by the General Assembly of the United Nations on 12 February 1946 regarding the problem of refugees (Annex III);
- (h) to appoint staff, subject to the provisions of Article 9 of this Constitution;
- (i) to undertake any project appropriate to the accomplishment of the purposes of this Organization;

- (j) to conclude agreements with countries able and willing to receive refugees and displaced persons for the purpose of ensuring the protection of their legitimate rights and interests in so far as this may be necessary; and
- (k) in general, to perform any other legal act appropriate to its purposes.

ARTICLE 3

Relationship to the United Nations

The relationship between the Organization and the United Nations shall be established in an agreement between the Organization and the United Nations as provided in Article 57 and 63 of the Charter of the United Nations.

ARTICLE 4

Membership

1. Membership in the Organization is open to Members of the United Nations, membership is also open to any other peace-loving States, not members of the United Nations, upon recommendation of the Executive Committee, by a two-thirds majority vote of members of the General Council present and voting, subject to the conditions of the agreement between the Organization and the United Nations approved pursuant to article 3 of this Constitution.

2. Subject to the provisions of paragraph 1 of this article, the members of the Organization shall be those States whose duly authorized representatives sign this Constitution without reservation as to subsequent acceptance, and those States which deposit with the Secretary General of the United Nations their instruments of acceptance after their duly authorized representatives have signed this Constitution with such reservation.

3. Subject to the provisions of paragraph 1 of this article, those States, whose representatives have not signed the Constitution referred to in the previous paragraph, or which, having signed it, have not deposited the relevant instrument of acceptance within the following six months, may, however, be admitted as members of the Organization in the following cases:—

- (a) if they undertake to liquidate any outstanding contributions in accordance with the relevant scale; or
- (b) if they submit to the Organization a plan for the admission to their territory, as immigrants, refugees or displaced persons in such numbers, and on such settlement conditions as shall, in the opinion of the Organization, require from the applicant State an expenditure or investment equivalent, or approximately equivalent, to the contribution that they would be called upon, in accordance with the relevant scale, to make to the budget of the Organization.

4. Those States which, on signing the Constitution, express their intention to avail themselves of clause (b) of paragraph 3 of this article may submit the plan referred to in that paragraph within the following three months, without prejudice to the presentation within six months of the relevant instrument of acceptance.

5. Members of the Organization which are suspended from the exercise of the rights and privileges of Membership of the United Nations shall, upon request of the latter, be suspended from the rights and privileges of this Organization.

6. Members of the Organization which are expelled from the United Nations shall automatically cease to be members of this Organization.

7. With the approval of the General Assembly of the United Nations, members of the Organization which are not members of the United Nations, and which have persistently violated the principles of the Charter of the United Nations may be suspended from the rights and privileges of the Organization, or expelled from its membership by the General Council.

8. A member of the Organization which has persistently violated the principles contained in the present Constitution, may be suspended from the rights and privileges of the Organization by the General Council, and with the approval of the General Assembly of the United Nations, may be expelled from the Organization.

9. A member of the Organization undertakes to afford its general support to the work of the Organization.

10. Any member may at any time give written notice of withdrawal to the Chairman of the Executive Committee. Such notice shall take effect one year after the date of its receipt by the Chairman of the Executive Committee.

ARTICLE 5

Organs

There are established as the principal organs of the Organization: a General Council, an Executive Committee and a Secretariat.

ARTICLE 6

The General Council

1. The ultimate policy making body of the Organization shall be the General Council in which each member shall have one representative and such alternates and advisers as may be necessary. Each member shall have one vote in the General Council.

2. The General Council shall be convened in regular session not less than once a year by the Executive Committee provided, however, that for three years after the Organization comes into being the General Council shall be convened in regular session not less than twice a year. It may be convened in special session whenever the Executive Committee shall deem necessary; and it shall be convened in special session by the Director-General within thirty days after a request for such a special session is received by the Director-General from one-third of the members of the Council.

3. At the opening meeting of each session of the General Council, the Chairman of the Executive Committee shall preside until the General Council has elected one of its members as Chairman for the session.

4. The General Council shall thereupon proceed to elect from among its members a first Vice-Chairman and a second Vice-Chairman, and such other officers as it may deem necessary.

ARTICLE 7

Executive Committee

1. The Executive Committee shall perform such functions as may be necessary to give effect to the policies of the General Council, and may make, between sessions of the General Council, policy decisions of an emergency nature which it shall pass on to the Director-General, who shall be guided thereby, and shall report to the Executive Committee on the action which he has taken thereon. These decisions shall be subject to reconsideration by the General Council.

2. The Executive Committee of the General Council shall consist of the representatives of nine members of the Organization. Each member of the Executive Committee shall be elected for a two-year term by the General Council at a regular session of the Council. A member may continue to hold office on the Executive Committee during any such period as may intervene between the conclusion of its term of office and the first succeeding meeting of the General Council at which an election takes place. A member shall be at all times eligible for re-election to the Executive Committee. If a vacancy occurs in the membership of the Executive Committee between two sessions of the General Council, the Executive Committee may fill the vacancy by itself appointing another member to hold office until the next meeting of the Council.

3. The Executive Committee shall elect a Chairman and a Vice-Chairman from among its members, the terms of office to be determined by the General Council.

4. Meetings of the Executive Committee shall be convened:—

- (a) at the call of the Chairman, normally twice a month;
- (b) whenever any representative of a member of the Executive Committee shall request the convening of a meeting, by a letter addressed to the Director-General, in which case the meeting shall be convened within seven days of the date of the receipt of the request;
- (c) in the case of a vacancy occurring in the Chairmanship, the Director-General shall convene a meeting at which the first item on the agenda shall be the election of a Chairman.

5. The Executive Committee may, in order to investigate the situation in the field, either as a body or through a delegation of its members, visit camps, hostels or assembly points within the control of the Organization, and may give instructions to the Director-General in consequence of the reports of such visits.

6. The Executive Committee shall receive the reports of the Director-General as provided in paragraph 6 of article 8 of this Constitution, and, after consideration thereof, shall request the Director-General to transmit these reports to the General Council with such comments as the Executive Committee may consider appropriate. These reports and such comments shall be transmitted to all members of the General Council before its next regular session and shall be published. The Executive Committee may request the Director-General to submit such further reports as may be deemed necessary.

ARTICLE 8

Administration

1. The chief administrative officer of the Organization shall be the Director-General. He shall be responsible to the General Council and the Executive Committee and shall carry out the administrative and executive functions of the Organization in accordance with the decisions of the General Council and the Executive Committee, and shall report on the action taken thereon.

2. The Director-General shall be nominated by the Executive Committee and appointed by the General Council. If no person acceptable to the General Council is nominated by the Executive Committee, the General Council may proceed to appoint a person who has not been nominated by the Committee. When a vacancy occurs in the office of the Director-General the Executive Committee may appoint an Acting Director-General to assume all the duties and functions of the office until a Director-General can be appointed by the General Council.

3. The Director-General shall serve under a contract which shall be signed on behalf of the Organization by the Chairman of the Executive Committee and it shall be a clause of such contract that six months' notice of termination can be given on either side. In exceptional circumstances, the Executive Committee, subject to subsequent confirmation by the General Council, has the power to relieve the Director-General of his duties by a two-thirds majority vote of the members if, in the Committee's opinion, his conduct is such as to warrant such action.

4. The staff of the Organization shall be appointed by the Director-General under regulations to be established by the General Council.

5. The Director-General shall be present, or be represented by one of his subordinate officers, at all meetings of the General Council, or the Executive Committee and of all other committees and subcommittees. He or his representatives may participate in any such meeting but shall have no vote.

6. (a) The Director-General shall prepare at the end of each half-year period a report on the work of the Organization. The report prepared at the end of each alternate period of six months shall relate to the work of the Organization during the preceding year and shall give a full account of the activities of the Organization during that period. These reports shall be submitted to the Executive Committee for consideration, and thereafter shall be transmitted to the General Council together with any comments of the Executive Committee thereon, as provided by paragraph 6 of article 7 of this Constitution.

(b) At every special session of the General Council the Director-General shall present a statement of the work of the Organization since the last meeting.

ARTICLE 9

Staff

1. The paramount consideration in the employment of the staff and in the determination of the conditions of service shall be the necessity of securing the highest standards of efficiency, competence and integrity. A further consideration in the employment of the staff shall be adherence to the principles laid down in the present Constitution. Due regard shall be paid to the importance of recruiting staff on an appropriate geographical basis, and of employing an adequate number of persons from the countries of origin of the displaced persons.

2. No person shall be employed by the Organization who is excluded under Part II, other than paragraph 5, of, Annex 1 to this Constitution, from becoming the concern of the Organization.

3. In the performance of their duties, the Director-General and the staff shall not seek or receive instructions from any Government or from any other authority external to the Organization. They shall refrain from any action which might reflect on their position as international officials responsible only to the Organization. Each member of the Organization undertakes to respect the exclusively international character of the responsibilities of the Director-General and the staff and not to seek to influence them in the discharge of their responsibilities.

ARTICLE 10

Finance

1. The Director-General shall submit, through the Executive Committee, to the General Council an annual budget, covering the necessary administrative, operational and large-scale re-settlement expenditures of the Organization, and

from time to time such supplementary budgets as may be required. The executive Committee shall transmit the budget to the General Council with any remarks it may deem appropriate. Upon final approval of a budget by the General Council, the total under each of these three headings—to wit, “administrative”, “operational” and “large-scale re-settlement”—shall be allocated to the members in proportions for each heading to be determined from time to time by a two-thirds majority vote of the members of the General Council present and voting.

2. Contributions shall be payable, as a result of negotiations undertaken at the request of members between the Organization and such members, in kind or in such currency as may be provided for in a decision by the General Council, having regard to currencies in which the anticipated expenditure of the Organization will be effected from time to time, regardless of the currency in which the budget is expressed.

3. Each member undertakes to contribute to the Organization its share of the administrative expenses as determined and allocated under paragraphs 1 and 2 of this article.

4. Each member shall contribute to the operational expenditures—except for large-scale re-settlement expenditures—as determined and allocated under paragraphs 1 and 2 of this article, subject to the requirements of the constitutional procedure of such members. The members undertake to contribute to the large-scale re-settlement expenditures on a voluntary basis and subject to the requirements of their constitutional procedure.

5. A member of the Organization, which, after the expiration of a period of three months following the date of the coming into force of this Constitution, has not paid its financial contribution to the Organization for the first financial year, shall have no vote in the General Council or the Executive Committee until such contribution has been paid.

6. Subject to the provisions of paragraph 5 of this article, a member of the Organization which is in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Council or the Executive Committee if the amount of its arrears equals or exceeds the amount of the contributions due from it for the preceding one full year.

7. The General Council may, nevertheless, permit such members to vote if it is satisfied that the failure to pay is due to conditions beyond the control of such members.

8. The administrative budget of the Organization shall be submitted annually to the General Assembly of the United Nations for such review and recommendation as the General Assembly may deem appropriate. The agreement under which the Organization shall be brought into relationship with the United Nations under article 3 of this Constitution may provide, *inter alia*, for the approval of the administrative budget of the Organization by the General Assembly of the United Nations.

9. Without prejudice to the provisions concerning supplementary budgets in paragraph 1 of this article, the following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:—

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the members shall be in the proportions set forth in Annex II to this Constitution.

STANDING COMMITTEE

ARTICLE 11

Headquarters and Other Offices

1. The Organization shall establish its headquarters at Paris or at Geneva, as the General Council shall decide, and all meetings of the General Council and the Executive Committee shall be held at this headquarters, unless a majority of the members of the General Council or the Executive Committee have agreed, at a previous meeting or by correspondence with the Director-General to meet elsewhere.

2. The Executive Committee may establish such regional and other offices and representations as may be necessary.

3. All offices and representations shall be established only with the consent of the Government in authority in the place of establishment.

ARTICLE 12

Procedure

1. The General Council shall adopt its own rules of procedure, following in general, the rules of procedure of the Economic and Social Council of the United Nations, wherever appropriate, and with such modifications as the General Council shall deem desirable. The Executive Committee shall regulate its own procedure subject to any decisions of the General Council in respect thereto.

2. Unless otherwise provided in the Constitution or by action of the General Council, motions shall be carried by simple majority of the members present and voting in the General Council and the Executive Committee.

ARTICLE 13

Status, Immunities and Privileges

1. The organization shall enjoy in the territory of each of its members such legal capacity as may be necessary for the exercise of its functions and the fulfilment of its objectives.

2. (a) The organization shall enjoy in the territory of each of its members such privileges and immunities as may be necessary for the exercise of its functions and the fulfilment of its objectives.

(b) Representatives of members, officials and administrative personnel of the organization shall similarly enjoy such privileges and immunities as are necessary for the independent exercise of their functions in connection with the organization.

3. Such legal status, privileges and immunities shall be defined in an agreement to be prepared by the organization after consultation with the secretary-general of the united nations. The agreement shall be open to accession by all members and shall continue in force as between the organization and every member which accedes to the agreement.

ARTICLE 14

Relations With Other Organizations

1. Subject to the provisions of the agreement to be negotiated with the united nations, pursuant to article 3 of this constitution, the organization may establish such effective relationships as may be desirable with other international organizations.

2. The organization may assume all or part of the functions, and acquire all or part of the resources, assets and liabilities of any inter-governmental

organization or agency, the purposes and functions of which lie within the scope of the organization. Such action may be taken either through mutually acceptable arrangements with the competent authorities of such organizations or agencies, or pursuant to authority conferred upon the organization by international convention or agreement.

ARTICLE 15

Relationship With Authorities of Countries of Location of Refugees and Displaced Persons

The relationship of the organization with the governments or administrations of countries in which displaced persons or refugees are located, and the conditions under which it will operate in such countries, shall be determined by agreements to be negotiated by it with such governments or administrations in accordance with the terms of this constitution.

ARTICLE 16

Amendment of Constitution

Texts of proposed amendments to this constitution shall be communicated by the director-general to members at least three months in advance of their consideration by the general council. Amendments shall come into effect when adopted by a two-thirds majority of the members of the general council present and voting and accepted by two-thirds of the members in accordance with their respective constitutional processes, provided, however, that amendments involving new obligations for members shall come into force in respect of each member only on acceptance by it.

ARTICLE 17

Interpretation

1. The Chinese, English, French, Russian and Spanish texts of this Constitution shall be regarded as equally authentic.

2. Subject to article 96 of the charter of the united nations and of chapter II of the statute of the international court of justice, any question or dispute concerning the interpretation or application of this constitution shall be referred to the international court of justice, unless the general council or the parties to such dispute agree to another mode of settlement.

ARTICLE 18

Entry Into Force

1. (a) States may become parties to this constitution by:—

- (i) signature without reservation as to approval;
- (ii) signature subject to approval followed by acceptance;
- (iii) acceptance.

(b) acceptance shall be effected by the deposit of a formal instrument with the secretary-general of the united nations.

2. This constitution shall come into force when at least fifteen states, whose required contributions to part I of the operational budget as set forth in annex II of this constitution amount to not less than seventy-five per cent of the total hereof, have become parties to it.

3. In accordance with article 102 of the charter of the united nations, the secretary-general of the united nations will register this constitution, when it has been signed, without reservation as to approval, on behalf of one state or upon deposit of the first instrument of acceptance.

4. The secretary-general of the united nations will inform states parties to this constitution, of the date when it has come into force; he will also inform them of the dates when other states have become parties to this constitution.

In faith whereof the undersigned, duly authorized for that purpose, have signed this constitution.

Done at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six, in a single copy in the Chinese, English, French, Russian and Spanish languages. The original texts shall be deposited in the archives of the united nations. The secretary-general of the united nations will send certified copies of the texts to each of the signatory governments and, upon the coming into force of the constitution and the election of a director-general, to the director-general of the organization.

ANNEX I

DEFINITIONS

General Principles

1. The following general principles constitute an integral part of the definitions as laid down in Parts I and II of this Annex.

- (a) The main object of the organization will be to bring about a rapid and positive solution of the problem of *bona fide* refugees and displaced persons, which shall be just and equitable to all concerned.
- (b) The main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin, having regard to the principles laid down in paragraph (c) (ii) of the resolution adopted by the general assembly of the united nations on 12 February 1946 regarding the problem of refugees (Annex III).
- (c) As laid down in the resolution adopted by the economic and social council on 16 February 1946, no international assistance should be given to traitors, quislings and war criminals, and nothing should be done to prevent in any way their surrender and punishment.
- (d) It should be the concern of the organization to ensure that its assistance is not exploited in order to encourage subversive or hostile activities directed against the government of any of the united nations.
- (e) It should be the concern of the organization to ensure that its assistance is not exploited by persons in the case of whom it is clear that they are unwilling to return to their countries of origin because they prefer idleness to facing the hardships of helping in the reconstruction of their countries, or by persons who intend to settle in other countries for purely economic reasons, thus qualifying as emigrants.
- (f) On the other hand it should equally be the concern of the organization to ensure that no *bona fide* and deserving refugee or displaced person is deprived of such assistance as it may be in a position to offer.
- (g) The organization should endeavour to carry out its functions in such a way as to avoid disturbing friendly relations between nations. In the pursuit of this objective, the organization should exercise special care in cases in which the re-establishment or re-settlement of refugees or displaced persons might be contemplated, either in countries contiguous to their respective countries of origin or in non-self-governing countries. The organization should give due weight, among other factors, to any evidence of genuine apprehension and concern felt in regard to such plans, in the former case, by the country of origin of the persons involved, or, in the latter case, by the indigenous population of the non-self-governing country in question.

2. To ensure the impartial and equitable application of the above principles and of the terms of the definition which follows, some special system of semi-judicial machinery should be created, with appropriate constitution, procedure and terms of reference.

PART I

Refugees and displaced persons within the meaning of the resolution adopted by the Economic and Social Council of the United Nations on 16 February 1946

SECTION A

Definition of Refugees

1. Subject to the provisions of sections C and D and of Part II of this Annex, the term "refugee" applies to a person who has left, or who is outside of, his country of nationality or of former habitual residence, and who, whether or not he had retained his nationality, belongs to one of the following categories:—

- (a) Victims of the nazi or fascist regimes or of regimes which took part on their side in the second world war, or of the quisling or similar regimes which assisted them against the united nations, whether enjoying international status as refugees or not;
- (b) Spanish republicans and other victims of the Falangist regime in Spain, whether enjoying international status as refugees or not;
- (c) Persons who were considered refugees before the outbreak of the second world war, for reasons of race, religion, nationality or political opinion.

2. Subject to the provisions of sections C and D and of Part II of this Annex regarding the exclusion of certain categories of persons, including war criminals, quislings and traitors, from the benefits of the organization, the term "refugee" also applies to a person other than a displaced person as defined in section B of this Annex, who is outside of his country of nationality or former habitual residence, and who, as a result of events subsequent to the outbreak of the second world war, is unable or unwilling to avail himself of the protection of the government of his country of nationality or former nationality.

3. Subject to the provisions of section D and of Part II of this Annex, the term "refugee" also applies to persons who, having resided in Germany or Austria, and being of Jewish origin or foreigners or stateless persons, were victims of nazi persecution and were detained in, or were obliged to flee from, and were subsequently returned to, one of those countries as a result of enemy action, or of war circumstances, and have not yet been firmly resettled therein.

4. The term "refugee" also applies to unaccompanied children who are war orphans or whose parents have disappeared, and who are outside their countries of origin. Such children, 16 years of age or under, shall be given all possible priority assistance, including, normally, assistance in repatriation in the case of those whose nationality can be determined.

SECTION B

Definition of Displaced Persons

The term "displaced person" applies to a person who, as a result of the actions of the authorities of the regimes mentioned in Part I, section A, paragraph 1 (a) of this Annex has been deported from, or has been obliged to leave his country of nationality or of former habitual residence, such as persons who were compelled to undertake forced labour or who were deported for racial, religious or political reasons. Displaced persons will only fall within the

mandate of the organization subject to the provisions of sections C and D of Part I and to the provisions of Part II of this Annex. If the reasons for their displacement have ceased to exist, they should be repatriated as soon as possible in accordance with article 2, paragraph 1 (a) of this constitution, and subject to the provision of paragraph (c), sub-paragraphs (ii) and (iii) of the general assembly resolution of 12 February 1946 regarding the problem of refugees (Annex III).

SECTION C

Conditions Under Which "Refugees" and "Displaced Persons" Will Become the Concern of the Organization

1. In the case of all the above categories except those mentioned in section A, paragraphs 1 (b) and 3 of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council on 16th February, 1946, if they can be repatriated, and the help of the Organization is required in order to provide for their repatriation, or if they have definitely, in complete freedom and after receiving full knowledge of the facts, including adequate information from the Governments of their countries of nationality or former habitual residence, expressed valid objections to returning to those countries.

(a) The following shall be considered as valid objections:—

- (i) persecution, or fear, based on reasonable grounds of persecution because of race, religion, nationality or political opinions, provided these opinions are not in conflict with the principles of the United Nations, as laid down in the Preamble of the Charter of the United Nations;
- (ii) objections of a political nature judged by the Organization to be "valid", as contemplated in paragraph 8 (a)¹ of the report of the Third Committee of the General Assembly as adopted by the Assembly on 12th February, 1946.
- (iii) in the case of persons falling within the category mentioned in section A, paragraphs 1 (a) and 1 (c) compelling family reasons arising out of previous persecution, or, compelling reasons of infirmity or illness.

(b) The following shall normally be considered "adequate information": information regarding conditions in the countries of nationality of the refugees and displaced persons concerned, communicated to them directly by representatives of the Governments of these countries, who shall be given every facility for visiting camps and assembly centres of refugees and displaced persons in order to place such information before them.

2. In the case of all refugees falling within the terms of Section A, paragraph 1 (b) of this Annex, persons will become the concern of the Organization in the sense of the resolution adopted by the Economic and Social Council of the United Nations on 16th February, 1946, so long as the Falangist regime in Spain continues. Should that regime be replaced by a democratic regime they will have to produce valid objections against returning to Spain corresponding to those indicated in paragraph 1 (a) of this section.

¹Paragraph 8 (a)

"In answering the representative of Belgium, the Chairman stated that it was implied that the international body would judge what were, or what were not, "valid objections"; and that such objections clearly might be of a political nature."

SECTION D

Circumstances in Which Refugees and Displaced Persons Will Cease to be the Concern of the Organization

Refugees or displaced persons will cease to be the concern of the Organization:—

- (a) when they have returned to the countries of their nationality in United Nations territory, unless their former habitual residence to which they wish to return is outside their country of nationality; or
- (b) when they have acquired a new nationality; or
- (c) when they have, in the determination of the Organization become otherwise firmly established; or
- (d) when they have unreasonably refused to accept the proposals of the Organization for their re-settlement or repatriation; or
- (e) when they are making no substantial effort towards earning their living when it is possible for them to do so, or when they are exploiting the assistance of the Organization.

PART II

Persons Who Will Not Be the Concern of the Organization

1. War criminals, quislings and traitors.
2. Any other persons who can be shown:—
 - (a) to have assisted the enemy in persecuting civil populations of countries, Members of the United Nations; or
 - (b) to have voluntarily assisted the enemy forces since the outbreak of the second world war in their operations against the United Nations.¹
3. Ordinary criminals who are extraditable by treaty.
4. Persons of German ethnic origin, whether German nationals or members of German minorities in other countries, who;—
 - (a) have been or may be transferred to Germany from other countries;
 - (b) have been, during the second world war, evacuated from Germany to other countries.
 - (c) have fled from, or into, Germany, or from their places of residence into countries other than Germany in order to avoid falling into the hands of Allied armies.
5. Persons who are in receipt of financial support and protection from their country of nationality, unless their country of nationality requests international assistance for them.
6. Persons who, since the end of hostilities in the second world war:—
 - (a) have participated in any organization having as one of its purposes the overthrow by armed force of the government of their country of origin, being a Member of the United Nations; or the overthrow by armed force of the government of any other Member of the United Nations, or have participated in any terrorist organization;
 - (b) have become leaders of movements hostile to the government of their country of origin being a Member of the United Nations or sponsors of movements encouraging refugees not to return to their country of origin;
 - (c) at the time of application for assistance, are in the military or civil service of a foreign state.

¹Mere continuance of normal and peaceful duties, not performed with the specific purpose of aiding the enemy against the Allies or against the civil population of territory in enemy occupation, shall not be considered to constitute "voluntary assistance". Nor shall acts of general humanity, such as care of wounded or dying, be so considered except in cases where help of this nature given to enemy nationals could equally well have been given to Allied nationals and was purposely withheld from them.

ANNEX II

BUDGET AND CONTRIBUTIONS FOR THE FIRST FINANCIAL YEAR

1. The provisional budget for the first financial year shall be the sum of 4,800,000 United States dollars for administrative expenses, and a sum of 151,060,500 United States dollars for operational expenses (except for large-scale re-settlement expenses), and a sum of 5,000,000 United States dollars for large-scale re-settlement expenses. Any unspent balance under these headings shall be carried over to the corresponding heading as a credit in the budget of the next financial year.

2. These sums, (except for large-scale re-settlement expenses), shall be contributed by the members in the following proportions:—

A—FOR ADMINISTRATIVE EXPENSES

<i>Country</i>	<i>Percentage</i>
Afghanistan	0·05
Argentina	1·85
Australia	1·97
Belgium	1·35
Bolivia	0·08
Brazil	1·85
Byelorussian Soviet Socialist Republic	0·22
Canada	3·20
Chile	0·45
China	6·00
Colombia	0·37
Costa Rica	0·04
Cuba	0·29
Czechoslovakia	0·90
Denmark	0·79
Dominican Republic	0·05
Ecuador	0·05
Egypt	0·79
El Salvador	0·05
Ethiopia	0·08
France	6·00
Greece	0·17
Guatemala	0·05
Haiti	0·04
Honduras	0·04
Iceland	0·04
India	3·95
Iran	0·45
Iraq	0·17
Lebanon	0·06
Liberia	0·04
Luxembourg	0·05
Mexico	0·63
Netherlands	1·40
New Zealand	0·50
Nicaragua	0·04
Norway	0·50
Panama	0·05
Paraguay	0·04
Peru	0·20
Philippine Republic	0·29
Poland	0·95
Saudi Arabia	0·08
Sweden	2·35
Syria	0·12
Turkey	0·91
Ukrainian Soviet Socialist Republic	0·84
Union of South Africa	1·12
Union of Soviet Socialist Republics	6·34
United Kingdom	11·48

A—FOR ADMINISTRATIVE EXPENSES—*Con.*

<i>Country</i>	<i>Percentage</i>
United States of America	39.89
Uruguay	0.18
Venezuela	0.27
Yugoslavia	0.33

B—FOR OPERATIONAL EXPENSES (EXCEPT FOR LARGE-SCALE RESETTLEMENT)

<i>Country</i>	<i>Percentage</i>
Afghanistan	0.03
Argentina	1.50
Australia	1.76
Belgium	1.00
Bolivia	0.07
Brazil	1.50
Byelorussian Soviet Socialist Republic	0.16
Canada	3.50
Chile	0.39
China	2.50
Colombia	0.32
Costa Rica	0.02
Cuba	0.24
Czechoslovakia	0.80
Dominican Republic	0.04
Ecuador	0.04
Egypt	0.68
El Salvador	0.03
Ethiopia	0.07
France	4.10
Greece	0.15
Guatemala	0.04
Haiti	0.02
Honduras	0.02
Iceland	0.02
India	3.66
Iran	0.39
Iraq	0.15
Lebanon	0.05
Liberia	0.02
Luxembourg	0.04
Mexico	0.54
Netherlands	0.90
New Zealand	0.44
Nicaragua	0.02
Norway	0.44
Panama	0.04
Paraguay	0.02
Peru	0.17
Philippines	0.24
Poland	0.61
Saudi Arabia	0.07
Sweden	2.20
Syria	0.10
Turkey	0.88
Ukrainian Soviet Socialist Republic	0.62
Union of South Africa	1.00
Union of Soviet Socialist Republics	4.69
United Kingdom	14.75
United States of America	45.75
Uruguay	0.15
Venezuela	0.23
Yugoslavia	0.23
New Members	1.92

100.00

3. Contributions to large-scale re-settlement expenses shall be governed by the provisions of article 10, paragraph 4 of this Constitution.

ANNEX III

RESOLUTION ADOPTED BY THE GENERAL ASSEMBLY ON 12TH FEBRUARY, 1946
(document A/45)

THE GENERAL ASSEMBLY,

Recognizing that the problem of refugees and displaced persons of all categories is one of immediate urgency and recognizing the necessity of clearly distinguishing between genuine refugees and displaced persons on the one hand, and the war criminals, quislings and traitors referred to in paragraph (d) below, on the other:

- (a) Decides to refer this problem to the Economic and Social Council for thorough examination in all its aspects under item 10 of the agenda for the first session of the Council and for report to the second part of the first session of the General Assembly;
- (b) Recommends to the Economic and Social Council that it establish a special committee for the purpose of carrying out promptly the examination and preparation of the report referred to in paragraph (a); and
- (c) Recommends to the Economic and Social Council that it take into consideration in this matter the following principles:
 - (i) this problem is international in scope and nature;
 - (ii) no refugees or displaced persons who have finally and definitely in complete freedom and after receiving full knowledge of the facts, including adequate information from the governments of their countries of origin, expressed valid objections to returning to their countries of origin and who do not come within the provisions of paragraph (d) below, shall be compelled to return to their country of origin. The future of such refugees or displaced persons shall become the concern of whatever international body may be recognized or established as a result of the report referred to in paragraphs (a) and (b) above, except in cases where the government of the country where they are established has made an arrangement with this body to assume the complete cost of their maintenance and the responsibility for their protection;
 - (iii) the main task concerning displaced persons is to encourage and assist in every way possible their early return to their countries of origin. Such assistance may take the form of promoting the conclusion of bilateral arrangements for mutual assistance in the repatriation of such persons, having regard to the principles laid down in paragraph (c) (ii) above;
- (d) Considers that no action taken as a result of this resolution shall be of such a character as to interfere in any way with the surrender and punishment of war criminals, quislings and traitors, in conformity with present or future international arrangements or agreements;
- (e) Considers that Germans being transferred to Germany from other States or who fled to other States from allied troops, do not fall under the action of this declaration in so far as their situation may be decided by allied forces of occupation in Germany, in agreement with the governments of the respective countries.

AGREEMENT ON INTERIM MEASURES TO BE TAKEN IN RESPECT OF REFUGEES AND
DISPLACED PERSONS

The governments which have signed the constitution of the international refugee organization,

having determined that they will take all measures possible to accomplish expeditiously the entry into effective operation of that organization, and to provide for an orderly transfer to it of the functions and assets of existing organizations;

having decided that, pending the entry into force of the constitution of the organization, a preparatory commission for the international refugee organization should be established for the performance of certain functions and duties;

Agree to the following measures:—

1. There is hereby established a preparatory commission for the international refugee organization, which shall consist of one representative from each government signatory to the constitution. The director of the inter-governmental committee on refugees, the director-general of UNRRA and the director of the international labour organization, or their representatives, shall be invited to sit with the commission in a consultative capacity.

2. The commission shall:—

- (a) take all necessary and practicable measures for the purpose of bringing the organization into effective operation as soon as possible;
- (b) arrange for the convening of the general council in its first session at the earliest practicable date following the entry into force of the constitution of the organization;
- (c) prepare the provisional agenda for this first session as well as documents and recommendations relating thereto;
- (d) suggest plans, in consultation with existing organizations and the control authorities, for the programme for the first year of the organization;
- (e) prepare draft financial and staff regulations, and draft rules of procedure for the general council and the executive committee.

3. The commission may, in its discretion and after agreement with existing organizations dealing with refugees and displaced persons, take over any of the functions, activities, assets and personnel of such organizations, provided that the commission is satisfied that this is essential in order to accomplish the orderly transfer to the international refugee organization of such functions or activities.

4. The commission shall be governed by the rules of procedure of the economic and social council of the united nations so far as these are applicable.

5. The commission shall appoint an executive secretary, who shall serve the commission in that capacity and perform such duties as the commission may determine. He shall be responsible for the appointment and direction of such staff as may be required for the work of the commission.

6. The expenses of the commission may be met by advances from such governments as choose to make advance contributions, which shall be deductible from their first contributions to the organization; and from such funds and assets as may be transferred from existing organizations to meet the cases provided for in paragraph 3 of this agreement.

7. The first meeting of the commission shall be convened as soon as practicable by the secretary-general of the united nations.

8. The commission shall cease to exist upon the election of the director-general of the organization, at which time its property, assets and records shall be transferred to the organization.

9. This agreement shall come into force as soon as it has been signed by the representatives of eight governments signatories to the constitution of the international refugee organization, and shall remain open for signature by members of the united nations which sign the constitution of the international refugee organization until the commission is dissolved in accordance with paragraph 8 of this agreement.

In faith whereof, the undersigned representatives, having been duly authorized for that purpose, sign this agreement in the Chinese, English, French, Russian and Spanish languages, all five texts being equally authentic.

Done at Flushing Meadow, New York, this fifteenth day of December, one thousand nine hundred and forty-six.

Canada. External Affairs, Standing Committee, 1947
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(SESSION 1947)
(HOUSE OF COMMONS)

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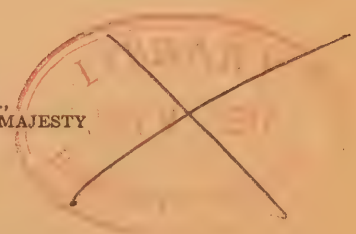
MINUTES OF PROCEEDINGS AND EVIDENCE
No. 6

FRIDAY, MAY 23, 1947

WITNESS:

Mr. R. G. Riddell, Chief of the First Political Division, Department of
External Affairs

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



EXPLANATIONS

FRIDAY, May 23, 1947.

The Standing Committee on External Affairs has the honour to present the following as its

THIRD REPORT

In accordance with an order of the House issued on April 30, 1947, your Committee has given consideration to the Constitution of the proposed International Refugee Organization of the United Nations and related documents done and signed at Flushing Meadow, New York, on December 15, 1946.

The main object of the proposed Organization is to facilitate a rapid and positive solution of the problem of genuine refugees and displaced persons in a just and equitable manner to all concerned.

When the ratification of this Constitution has been completed in accordance with the terms of Article 18, the Constitution will come into force.

Having noted the urgent nature of the problem of refugees and displaced persons, and recognizing that approval by Canada of this Constitution would facilitate the establishment of the International Refugee Organization, your Committee recommends that the House approve the said Constitution and that Canada become a party to the Organization.

The evidence taken in relation to this matter is contained in the appended printed minutes of proceedings and evidence of the Committee, viz:—Nos. 3, 5 and 6.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

MINUTES OF PROCEEDINGS

FRIDAY, May 23, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Present: Messrs. Beaudoin, Benidickson, Boucher, Bradette, Coldwell, Diefenbaker, Fleming, Fraser, Graydon, Isnor, Jackman, Jaenicke, Jaques, Kidd, Knowles, Leger, Low, MacInnis, McLean, Marquis, Winkler. (21)

In attendance: Mr. L. B. Pearson, Under-Secretary of State for External Affairs, and Mr. John K. Starnes.

Mr. R. G. Riddell was recalled and further examined on the proposed International Refugee Organization and the Inter-Governmental Committee on Refugees. He gave further statistics relating to refugees and was retired.

At 12.00 o'clock the Committee proceeded in camera to consider a draft report emanating from the Steering Committee.

After discussion, and on motion of Mr. Boucher,—

Resolved,—That the draft report, as amended, be adopted.

On motion of Mr. Knowles,—

Resolved,—That the Chairman present the report, as amended, to the House.

At 12.25 p.m. the Committee adjourned until Tuesday, May 27, 1947.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS, May 23, 1947

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: I should like to thank the members, particularly Mr. Isnor and Mr. Diefenbaker, who are such busy men, for being here for this meeting. I wish that Mr. Fleming had been here. This is his forty-second birthday. I know we all wish him many happy returns of the day. I am also very glad to see our friend, Mr. Leger, here. He has been under the weather for a while. He seems to be recuperating very nicely. We are all happy that he is his old self again.

I believe it would be in order to carry on with Mr. Riddell. I hope we will be able to complete the discussion on the matter of displaced persons and then work in camera on our report. I shall report later as to the meeting of the steering committee which was held in my office yesterday. I will now call upon Mr. Riddell.

R. G. Riddell, Chief of the First Political Division, Department of External Affairs, recalled.

The WITNESS: At the last meeting of the committee Mr. Jackman asked if we could provide a breakdown of the numbers of refugees and displaced persons according to political and religious affiliations. I have not been able to find those figures. We have, however, a breakdown of the 345,000 employable persons in the displaced persons' camps as to their occupations. I only have one copy of this, but perhaps I could show it to Mr. Jackman.

Mr. JACKMAN: I think somebody asked about the religious and political affiliations. I asked about the total number and perhaps the nationality. It was somebody else's question although I think we are all interested in it.

The WITNESS: I beg your pardon.

Mr. JACKMAN: It is all right.

By the Chairman:

Q. Is it a very long statement?—A. The Inter-Governmental Committee on Refugees, using UNRRA figures, take an estimated number of 345,000 employable persons in the camps and analyse that figure. It shows roughly 36,000 trained in administration, 3,000 in mining processing, 17,000 in construction, 81,000 in agriculture, 10,000 in health and sanitation, 25,000 in transport, 88,000 in special services, 28,000 professional and arts, 6,000 metal trades, 14,000 miscellaneous processing, 32,000 others. Those are round figures I am giving. Then these figures are broken down into nationalities showing the numbers within each of these groups who are Baltic, Polish, Russian, Ukrainian and Yugoslav.

By Mr. Diefenbaker:

Q. What do you mean by special services, 88,000?—A. I am sorry. I do not know.

By Mr. Coldwell:

Q. Mr. Riddell, does that include people of German ethnic origin who were removed from the countries that were taken over by Russia and Poland, and so on?—A. No.

Q. There is some confusion about that in the public mind. I thought it well to ask that question. Do you know how many people there are in addition of that type who are being looked after by various organizations in the occupied areas? Have you any estimate of that?—A. No, I am sorry, I cannot give any numbers in that regard. Any people who are strictly speaking Volksdeutsche, would not be the care of any international organization that I know of at the moment, nor of the Inter-Governmental Committee.

Q. How are they being looked after now?—A. Some of them are being cared for by voluntary organizations in Germany, by individuals, within Germany itself, by voluntary organizations outside Germany which contribute to their support, or by their own resources. There would really be two figures. One would be the figure for Volksdeutsche who were removed from their place of origin before the war by the Germans. Then there would be another figure for Volksdeutsche who were removed after the war.

Q. It is the second figure.—A. I have no idea about that figure. There is no international care for those people.

Q. Are any of those people removed from the Baltic states in the displaced persons' camps who were of German ethnic origin?—A. Not to my knowledge, if they are of German ethnic origin.

Q. I understood there were some who were not Fascists by any means. As a matter of fact, there were Fascist regimes in their countries of origin, and they were removed because they were of German ethnic origin. I thought some of them were in the classification of Balts. In fact, I understand that.—A. Some would no doubt qualify for care as persons who had actively resisted Fascist regimes before the war.

By Mr. Winkler:

Q. Would the Sudeten Germans be regarded as persons of German origin?—A. Yes.

Mr. JAENICKE: What about the Germans in Poland?—A. They would be regarded in the same way.

Q. Although they are Polish citizens?—A. Yes.

Q. And they have been expelled?—A. Large numbers of them, yes.

By Mr. Beaudoin:

Q. Can you tell us the proportion of those people who are of Jewish faith?—A. You mean the proportion of refugees?

Q. Yes.—A. I have seen a figure of 100,000 for refugees of Jewish origin who are now in the occupied zones of Germany either in displaced persons' camps or outside them, but I am not sure how accurate that figure is.

Mr. COLDWELL: I have seen a larger figure than that, 150,000 on one occasion, and on another occasion as high as 200,000. I do not know what the figure is. I do not suppose that any one really does as to those within and without the displaced persons' camps who want to move away.

The WITNESS: It is difficult to get an accurate figure.

By Mr. Knowles:

Q. That is out of the 850,000?—A. Yes.

By the Chairman:

Q. Among these Jewish displaced persons would there be any of them who came from Russia?—A. A considerable number will have come from Russia or territory which is now administered by the Soviet union.

By Mr. Beaudoin:

Q. The D.P. problem is often referred to in the newspapers and elsewhere as being almost exclusively a Jewish problem. I remember a declaration which was made in Montreal by Mrs. Roosevelt at a press conference when she said it was not a Jewish problem because there were only 20 per cent of the total number of displaced persons who were of Jewish faith.—A. That would make it about 200,000. It is difficult to know what the total figure is because sometimes persons register themselves indicating their country of origin as their nationality, and we are not quite sure whether or not they are of Jewish faith. A man who puts himself down as a Pole may be a Polish Jew, or he may not be of the Jewish race.

Q. It would tend to give a wrong impression. They consist of only a small proportion of the total number and in all fairness it should not be said it is a Jewish problem.—A. That is quite true.

The CHAIRMAN: Are there any further questions or any other matters you want to bring before Mr. Riddell on this resolution? Is there any further statement you want to make, Mr. Riddell?

The WITNESS: No.

By Mr. Benidickson:

Q. As to the unemployables would they all be dependents or relatives of the employable group?—A. I would think so. This survey probably does not include all displaced persons in all camps in Germany, but nevertheless I would think the remainder would be largely children, wives, and dependent members of families.

By Mr. Coldwell:

Q. Can you tell us if during the last few months there has been any movement out of the displaced persons' camps for repatriation to the countries of origin? Do you know that?—A. A small one.

Q. So that the amount of the economic aid to persons moving from displaced persons' camps to their country of origin is not very large? There is not a very large flow of persons from displaced persons' camps?—A. Not a very large one.

By Mr. Winkler:

Q. Has that movement been entirely voluntary?—A. Yes.

By Mr. Coldwell:

Q. I think everything is done to safeguard that it will be a voluntary movement?—A. Yes.

The CHAIRMAN: Are there any further questions or information that the members desire to get from Mr. Riddell?

Mr. COLDWELL: We might take a look at the definitions in the constitution. Members might be interested in the definition of people who are not the care of the organization so that we will have a clear view of it. It is on page 14 of the constitution.

The WITNESS: Page 14, part 2, of the constitution defines persons who will not be the concern of the organization. Is it your wish that this be read?

Mr. COLDWELL: I think it would be wise to put it on the record.

The CHAIRMAN: The committee will want it to be read.

Mr. FRASER: If you would comment on it at the same time I think it would help.

The WITNESS:

1. War criminals, quislings and traitors.

2. Any other persons who can be shown:

(a) to have assisted the enemy in persecuting civil populations of countries, members of the united nations; or

(b) to have voluntarily assisted the enemy forces since the outbreak of the second world war in their operations against the united nations.

Then there is a footnote there.

Mere continuance of normal and peaceful duties, not performed with the specific purpose of aiding the enemy against the allies or against the civil population of territory in enemy occupation, shall not be considered to constitute 'voluntary assistance'. Nor shall acts of general humanity, such as care of wounded or dying, be so considered except in cases where help of this nature given to enemy nationals could equally well have been given to allied nationals and was purposely withheld from them.

That clause was the subject of a very great deal of discussion, as some members of the committee know. It was felt that in many cases persons with medical training would be in a position where the only thing they could do would be to minister to the needs of enemy soldiers, and that person who in the normal course of the exercise of this professional duties performed such functions should not thereafter be penalized as somebody who had acted treacherously against his own country.

Mr. BOUCHER: That could very well include scientists and engineers as well.

Mr. COLDWELL: Which?

Mr. BOUCHER: That could also include engineers and technical men as well.

Mr. COLDWELL: It was not meant to do so. The discussion hinged around doctors, Red Cross workers, nurses, and so on. The contention was made that anyone who helped to fix up a wounded Nazi soldier so that he could under any circumstances return to the battlefield should be regarded as a traitor. This footnote was put in to make it quite clear that a person would not be regarded as a traitor because he, in the course of his professional duties, had rendered humanitarian aid to somebody who needed it.

Mr. BOUCHER: I think that is quite correct but I think the wording of the clause could stand a much wider interpretation than that.

The WITNESS: I would think it would be difficult for a scientist who had cooperated in scientific activities with the enemy during the war to have himself included under this clause. There will, however, be the task of interpretation to be carried out in individual cases when the constitution comes into operation.

Mr. BOUCHER: There does not seem to be anything in that clause to restrict it to medical or humanitarian assistance.

The WITNESS: That is quite true, but it was with persons who rendered that kind of aid in mind that the clause was written in. It might conceivably apply to other persons.

Mr. COLDWELL: There was also a class of municipal officials that was discussed, people who had in the interests of the local community found it

necessary to cooperate with the invading troops. This was put in to more or less bring them at least under consideration so that out of hand they would not be declared quislings or traitors. There is that class of person, the minor official.

Mr. BOUCHER: It seems to me that unless there was an overt act or omission on behalf of anybody they could qualify under that section.

Mr. KNOWLES: An engineer building a bridge to help an army is in a different class from a doctor or nurse relieving human suffering.

Mr. BOUCHER: We could go into technical objections. I raised that point to show that it can be interpreted to go beyond medical assistance or even social assistance.

By Mr. Jaenicke:

Q. Who is to be the judge of people like that? Who is to decide this?—A. One of the first responsibilities of the International Refugee Organization will be to provide procedures by which decisions of that nature in regard to specific individuals may be made.

Q. I presume it is under article 12—no, that would not be it.—A. I think articles 7, 8 and 9 make provision for the executive functions of the organization. One of those executive functions will have to be to provide the means of making decisions of this nature.

By Mr. MacInnis:

Q. Do you know if there is any appreciable number of persons who will come under this definition in part 2, persons who will not be the concern of the organization?—A. I should not think there are many now in the displaced persons' camps who would come under part 2. The constitution, however, does not restrict the activities of the organization to persons who are in displaced persons' camps. There may be considerable numbers of people who will turn up on the doorstep of the International Refugee Organization asking for assistance, but who will be excluded because of the provisions of part 2.

Q. It is a very difficult problem that arises here. There are a great many people who could be considered as coming under this definition in part 2. It might include people who have always been taking orders and consequently are not ordinarily free agents in determining what they shall do. I think from our democratic point of view it would have to be interpreted in a liberal way.

By Mr. Jaenicke:

Q. Under section 3 of part 2 it says:

"Ordinary criminals who are extraditable by treaty." I know that refers to treaties of extradition, but take the case of Russia. What treaty would apply there? If there was a criminal in the British zone would it be the treaty of extradition between Russia and Germany or the treaty between Russia and Great Britain?—A. I am not a legal authority, but I would think that only such extradition agreements as the occupying authorities themselves recognize would be applicable under this clause. It is conceivable the occupying authorities might be willing to permit extradition under some German law which for their own purposes they recognized. I should not think, however, that German law would have any effect in this regard.

Mr. COLDWELL: There is one thing that should be borne in mind by the committee, and that is that the whole constitution represents a very considerable compromise. For example, one delegation wanted to wipe out all this and simply say that no person should be assisted by the organization unless by reason of infirmity, illness, or some valid reason of that description they could not be returned to their country of origin. Their proposal was: "Persons who are

unable to return to their country in view of insurmountable obstacles of a family nature, or insurmountable obstacles arising out of infirmity or illness." In other words, everybody else should be forced to return to their country of origin which, of course, does not meet with the democratic viewpoint that persons who are political dissidents should be protected. I remember very well pointing out to the delegation that had their point of view prevailed in the earlier days the Russian revolution, would not have come about because Lenin, Marx and Trotsky would have been returned to their country of origin and would have been dealt with according to Russian Law. This does represent all the way through a series of compromises, and very real compromises in many instances.

The CHAIRMAN: Reasonable compromises, too.

Mr. COLDWELL: Yes, I think in the main they are reasonable compromises.

The WITNESS: I might add that at the moment there are certainly a good many people drifting about Europe who in one way or another cooperated with the Germans during the period when the Germans were in control of most of Europe, who cooperated by enlisting voluntarily in subsidiary military organizations under German control, or by giving civilian assistance to the Germans. For example, there was an active Yugoslav group known as the Ustachi, a military formation, which assisted the Germans in the control of Yugoslav territory. There was a Russian army organized in Germany under a Russian emigre general, a man called Vlassov. It is the intention of this section of the constitution to make certain that none of these people will receive assistance from this international organization. It is obviously difficult to write a definition that is going to meet every conceivable case that may turn up but broadly speaking the intention is to exclude people who voluntarily cooperated with the Germans and for that reason are now refugees.

By Mr. MacInnis:

Q. Is it not correct that different Yugoslav groups have cooperated with the Germans at different times during the process of the war?—A. There will obviously be a very difficult task of definition.

Mr. COLDWELL: There is another very difficult task, too, which received a great deal of attention. I refer to people who were forced into the German army when their territories were occupied. For example, you have a number of French nationals. Some Alsatians were conscripted by the Germans against their will in many instances. Yet they were in the German army in German uniforms. They constitute the real problems of the organization. I think what Mr. Riddell says is true. There has been a considerable amount of screening and, so far as camps are concerned, the intention was that practically all of them would be returned to the countries of origin to be dealt with.

Mr. BENEDICKSON: Their Canadian relatives claim the same thing, that they were conscripted.

By Mr. Fraser:

Q. When was this constitution drawn up?—A. The constitution was drawn up in a number of international meetings throughout 1946.

Q. That was after February 12 when this matter was referred to the Economic and Social Council, then?—A. That is correct. The first drafting was done by a special committee at meetings in London in April and May of 1946.

Q. Has there been any meeting of that committee this year?—A. No, that committee met, prepared the draft constitution and was not summoned again. It was called for the special purpose of drafting this constitution.

By Mr. Knowles:

Q. It was instructed to do so by the first portion of the first General Assembly?—A. Yes. It was created by the Economic and Social Council,

reported back to the Economic and Social Council which, in turn, reported back to the second part of the first session of the assembly.

By Mr. Fraser:

Q. Have not conditions changed so that there should really be another meeting on this question?—A. Well, the question has been considered at subsequent United Nations gatherings, meetings of the Economic and Social Council as well as the General Assembly. A Preparatory Commission was established for the International Refugee Organization. It has met twice within the last two months and it will meet again in early June to make plans for bringing this constitution into effect.

Q. To bring it up to date and put it into effect?—A. That is right.

Q. It is that which I was trying to get.

The WITNESS: Clause 4, in part 2 of the definition, refers to persons of German ethnic origin who,

(a) Have been or may be transferred to Germany from other countries.

Mr. COLDWELL: It is provided there, whether German nationals or German minorities of other countries.

The WITNESS: Yes, perhaps I had better read it exactly as it is.

Persons of German ethnic origin, whether German nationals or members of German minorities in other countries, who:—

(a) Have been or may be transferred to Germany from other countries;

(b) Have been, during the second world war, evacuated from Germany to other countries;

(c) Have fled from, or into, Germany, or from their places of residence to countries other than Germany in order to avoid falling into the hands of Allied armies.

Mr. BENIDICKSON: Is that underlining of the words, "falling into" deliberate?

Mr. KNOWLES: No, it just separates it from the foot note.

The WITNESS:

Persons who are in receipt of financial support and protection from their country of nationality, unless their country of nationality requests international assistance for them.

This is to avoid persons receiving assistance from two sources.

Clause 6 reads as follows:—

Persons who, since the end of hostilities of the second world war:

(a) Have participated in any organization having as one of its purposes the overthrow by armed force of the government of their country of origin, being a member of the United Nations; or the overthrow by armed force by the government of any other member of the United Nations, or have participated in any terrorist organization;

(b) Have become leaders of movements hostile to the government of their country of origin being a member of the United Nations or sponsors of movements encouraging refugees not to return to their country of origin;

(c) At the time of application for assistance, are in the military or civil service of a foreign state.

Paragraph 6 also represents one of those very difficult compromises which was the result of so much discussion. The broad intention was to make certain that the International Refugee Organization will not be the means of supporting emigré revolutionary organizations which are sponsoring movements actively hostile to their countries of origin.

By Mr. Jaenicke:

Q. Provided those countries are members of the United Nations?—

A. Provided those countries are members of the United Nations. On the other hand, it was important not to word clause 6 so that a person who was outside his country of origin and did not like the government in his country of origin, would be prevented from saying so in a reasonable manner if he wanted to express his opinion.

Mr. JAUQUES: How is it possible to determine such a point as that. There are those people who are known as enemies of the country yet, to the best of their judgment and ability, they are defending the freedoms of their country. Here is another lot of people who claim they are doing the same thing, defending the freedom of the country. They are proceeding on exactly opposite lines. Who is to say who is the enemy and who is not, that is what I should like to know. May I illustrate the point by saying that I, myself, according to the C.B.C. am a menace to Canada. Now, that is a fact; and, no doubt, if I was in the position of a displayed person, such as some of these people, undoubtedly, I should be denounced as an enemy of my country.

The WITNESS: Mr. Chairman, the committee which prepared the constitution constantly faced the difficulty of trying to express a general intention in the rather precise wording of a constitution. The general intention here was to make certain that the fund provided internationally to the International Refugee Organization should not be used to subsidize active revolutionary movements throughout the world. My own feeling is it would be indefensible for an international organization to serve that purpose. On the other hand, it was the general intention that a person who is a genuine refugee and who secured the assistance of the International Refugee Organization should not therefore be prevented from expressing his honest opinion on the political conditions in his own country or anywhere else. There is, obviously, a difficult line to be drawn between a person who is an agent organizing a counter revolutionary movement on the one hand, and a person who is simply expressing his political opinion on the other. The general intention is to make certain that the fund provided for this organization should not be used to subsidize revolutionary movements.

Mr. JAUQUES: Take Poland, for instance. There are two divisions of thought in so far as Poland is concerned. One side believes absolutely in the old government of Poland going back to General Sikorsky. Others consider he was a Fascist and a reactionary and they stand for the present Soviet Republic government. Now, who is to be considered the enemy and the revolutionary? It would seem to me to be utterly impossible to draw a line with any degree of justice whatever.

Mr. KNOWLES: If the first man Mr. Jaques named does not participate in an organization having as one of its purposes the armed overthrow of the present government, he is not debarred. He is a refugee according to this clause.

Mr. BOUCHER: I think Mr. Jaques has presented a serious problem. You could take the case of General Sikorsky to illustrate that point. I think it was necessary to have the generality of the wording used, but you cannot avoid the difficulty of interpretation. What may appear to one person to be revolutionary and against the government might appear to another person to be the actions of a true patriot for the welfare of his people. Consequently, I do not think we can gain very much by criticizing the wording because the interpretation must be left to the administration.

Mr. KNOWLES: I should like to say a further word, not following the point Mr. Jaques has raised, but concerning the whole situation. I will be quite frank, even at the risk of being misunderstood, in one respect at any rate.

It seemed to me when I was involved in this fight in London, that we were faced with two opposite extremes in approaching this problem. For the purpose

of making this point clear, I will put those opposite extremes bluntly. On the one hand, we had the British attitude, I will call it British because the British are the fathers of freedom in this sphere. The British attitude was rather to run the risk of letting 99 traitors escape—

Mr. JAUQUES: What do you call a traitor?

Mr. KNOWLES: Just a minute, please. The British would rather run the risk of letting 99 traitors escape than make the mistake of punishing one innocent person. Fundamentally, that is the British attitude.

The Soviet attitude was the very opposite. If there is one guilty man in the hundred, the Soviet would rather punish the whole hundred than permit the one guilty man to escape. These were the two opposite irreconcilable extremes. The work of the whole committee was to find some sort of workable compromise in this crazy world in which you have two such opposite extremes. I did not like the Soviet attitude.

Mr. BOUCHER: You do not imply that you did not like the British attitude when you call them, "crazy extremes".

Mr. KNOWLES: I did not call them "crazy extremes", I called it a crazy world in which these extremes existed. However, we had to take a position, and I took my position. We had to compromise on this and this is the best, workable agreement we could get from a world which had these views so wide apart.

Mr. COLDWELL: I happen to have some of the resolutions which were moved in connection with this paragraph 6 (b). 6 (b) consists of these few lines. It was based on the Yugoslav proposal. It was an amendment which amends this paragraph. 6 (b) read as follows:—

And have been, or are, leaders of movements hostile to the government of their country of origin being a member of the United Nations, or sponsors of movements encouraging refugees or displaced persons not to return to their country of origin and their active assistance, that is to say:

- (i) persons who transmit orders of the leaders in order to assist them to gain new supporters,
- (ii) persons who act in permanent contact and concert with leaders of such movements,
- (iii) persons who assist leaders and sponsors of such movements in order to exert pressure on their compatriots with the aim of influencing them,
- (iv) persons engaged in propaganda representing the regime in their country of origin in such a manner as to incite opposition among their compatriots against that regime,
- (v) persons who in general take the initiative in the manner described above.

You can see how very wide that is and includes, as Mr. Knowles says, about everyone.

Let me say, on behalf of Canada, because I do not think this should be misunderstood, the Canadian delegation irrespective of the parties to which we belonged, stood solidly for the British position. As Mr. Knowles has stated, it is better to let 99 people go than to persecute or destroy one person who is innocent.

Mr. JAUQUES: My point is this, and it is a fundamental point to me. Mr. Knowles says we are in a crazy world and I think that is true. Why is it true? Because people are condemned or otherwise without any proper definition of what amounts to a political crime. One man is condemned as a traitor or as a quisling. By what standard is he judged? If I kill a man or if I steal his goods, that is a simple problem.

Let me give you a concrete case. What about General Mihailovich? Suppose he had been a displaced person, would he have been judged as a traitor or as a patriot? There is a concrete case. I say it is impossible to divide people into two classes, patriots and traitors. The situation could just as easily be reversed and call these people traitors and these patriots. It depends upon who is doing the judging.

Mr. KNOWLES: That is perfectly true, but if we want to have a world organization which will give some refugees a chance of escaping, we have to reach some kind of a compromise. It is either this or no international organization dealing with refugees.

Mr. BOUCHER: It cannot be too specific.

Mr. KNOWLES: In fact, even this plan does not have unanimous agreement.

The CHAIRMAN: It is no doubt this plan would be much better than having nothing.

Mr. JAKES: What about the political zionists? Are they peaceful or are they guilty of stirring up trouble in their native country? What about the statements of Ben Hecht? In the United States, they are actually collecting money to finance a war against the old country.

Mr. COLDWELL: They are all wrong.

Mr. JAKES: That is the British government's statement, not mine.

Mr. COLDWELL: On the other hand, we are dealing with this particular refugee question.

Mr. JAKES: I will bet you that no political zionist was ever turned back as an undesirable person. Not one; they have always had the benefit of the doubt.

Mr. COLDWELL: I do not think that statement will stand up.

Mr. JAKES: It is true, and let me say this, no one will ever accuse me of appearing on a platform in the United States and speaking on behalf of any political zionists who are now financing and stirring up a war against a friendly country, our own mother country. I have been called a quisling and other things, but I have not been guilty of that. As a matter of fact, these are the people who have been doing the smearing.

Mr. KNOWLES: You are not a refugee, so you are not covered by this paragraph.

Mr. JAKES: Thank God, I am not.

Mr. KNOWLES: I am concerned with the people who are refugees. I want to see this organization functioning.

Mr. JAKES: Thank God, I am not a refugee. I would not want to be at the mercy of those people.

Mr. MACINNIS: This discussion could be endless. This point has been made a good many times, but may I repeat it and put an end to this discussion. If Germany had won the war, we would have a different class of traitor or people who would be punished or liquidated. The Allies won the war. The Allies were not all of the same political or ideological point of view. Consequently, we have a compromise statement as to who is a traitor and who should be subject to the help the United Nations can extend. I imagine the compromise is as good a compromise as could be made, otherwise we would not have it. Therefore, I think we should just let it drop there.

Mr. Low: I wonder if I could ask for information on this point? What is the relationship between the I.R.O. and the I.G.C.R.?

The WITNESS: The Inter-governmental Committee on Refugees is a body which was brought into existence in 1938 to deal with a refugee problem which existed at that time. It has continued in existence throughout the war. Recently,

its mandate was somewhat extended so it could assist in the work of handling the present refugee problem in Europe. The intention is that the I.G.C.R. will be absorbed into the International Refugee Organization when the latter comes into existence.

By Mr. Low:

Q. Does the mandate, then, of the I.G.C.R. pass to the I.R.O. with the adoption of this constitution?—A. That is the intention.

Q. The mandate of the I.G.C.R. covered, did it not, immigration activities and so on?—A. Resettlement.

Q. Now, I note from what we have just been discussing that all German nationals do not come within the purview of this organization. Does that mean that presently, and perhaps for some time to come, the relatives of Canadians who are of German origin, even although they may be immediate relatives, will not be allowed to participate in any immigration policy we might have?—A. Whether they participate or not in an immigration policy would be a decision for the Canadian government to make.

Q. No, I disagree with you. I think that this I.R.O. constitution together with the mandate of the I.G.C.R. places those people completely beyond the reach of the Canadian government.

Mr. COLDWELL: It is international assistance from which they are barred.

Mr. Low: I differ with you on that point. I think if you investigate the matter in the Department of Immigration, the department will tell you that the mandate of the I.G.C.R. places German nationals beyond their reach and, it is quite possible, are placed beyond their reach for some time to come.

Mr. COLDWELL: That is, within the Inter-governmental Committee on Refugees they are beyond reach in so far as Canada is concerned, but we can choose our own immigrants. Is that not right?

The WITNESS: That is my understanding of the situation. There is, at the present time, a scheme in operation by which the Canadian authorities cooperate with the Inter-governmental Committee on Refugees to bring relatives out of Germany. Now, under its mandate, the Inter-governmental Committee—

Mr. BENIDICKSON: That is within the ordinary immigration channels operated by Canada?

The WITNESS: Under the ordinary immigration regulations. Displaced persons in Germany, who are admissible to Canada, are assisted by the Inter-governmental Committee on Refugees. The Inter-governmental Committee can, of course, only give assistance to such persons as come within its mandate. This would not prevent the authorities of any government from making their own arrangements for dealing with people who did not come under the mandate of the Inter-governmental Committee.

Mr. Low: The immigration officials will tell you to-day that the German nationals are now, and will be for some time to come, beyond their reach because of the mandate given the I.G.C.R.

Mr. MACINNIS: That is an alibi; there is no international law or organization which prevents this government from allowing whoever it wishes to come into this country.

Mr. Low: It is this point I was trying to clear up. I was wondering if there is some understanding between the Allied powers that, for the time being, they would leave the German nationals alone because of the fact these people are still considered to be enemy aliens and will be so considered until the peace treaty is signed.

Mr. BOUCHER: Did I understand you correctly? Did you say it is your contention that the nations have entered into a negative agreement binding

themselves not to permit immigration into the country which is not sanctioned by either the I.R.O. or the I.G.C.R.? I did not understand that to be the case.

Mr. Low: No, I should not like to contend that, but I would say this: there would appear to be something of the kind because of the replies one gets when he tries to deal with an immigration problem involving German nationals. I was down at the immigration office a week ago Saturday and I had quite a number of such problems with which to deal for constituents of mine. The answer I received in every case involving a German national was, "These people are beyond our reach because the mandate of the I.G.C.R. places them beyond our reach."

The WITNESS: This is really a problem that the director of Immigration should discuss. However, we had something to do with establishing the arrangements with I.G.C.R. The immigration regulations by which additional groups of near relatives could be admitted to Canada were introduced about a year ago. Those relations could be effected, of course, in places where immigration inspection could take place. We found that so far as anybody in Germany is concerned those regulations were really inoperative because there were no immigration facilities in Germany. Also, because of the occupation, it was difficult for people to move about Germany to present themselves for inspection. Now, that was overcome, as far as refugees and displaced persons were concerned, by this arrangement with the Inter-governmental Committee on Refugees; and as has been pointed out, this arrangement did not apply to German nationals. As far as persons who do not come within the mandate of the I.G.C.R. are concerned, all the difficulties which existed in Germany a year ago continue to exist: the difficulties about securing examination and the absence of facilities which would make emigration from Germany possible. Those difficulties are largely difficulties of inspection, of movement within Germany and of securing transportation. There are a whole series of difficulties which a person leaving Germany must surmount.

By Mr. Low:

Q. Would you say that there is nothing in any inter-government understanding or agreement or even in the mandate of the I.G.C.R. under the constitution of the I.R.O. which would prohibit the government of Canada from dealing with immigration in any way that we see fit within their own policy?—A. I know of nothing. Our own immigration regulations.—

Q. You see, this is open.—A. There might also be administrative arrangements which would have to be made with the occupying authorities in Germany to make the movement of persons possible, but I know of no overriding prohibition.

Mr. BEAUDOIN: Canada has an inspection mission in Germany now, has it not?

The WITNESS: Yes, for the purpose of carrying out this arrangement which has been made by the Inter-governmental Committee.

Mr. BOUCHER: In that connection the question arises in my mind as to whether there is anything with regard to the matter that has an effect on the failure or refusal of Canada to allow to remain in Canada German prisoners of war. In other words, we have actually declined to permit any German prisoners of war to remain here regardless of what their nature was or who wanted to retain them. Our government refused to allow them to remain in Canada. When Mr. Low asked that question it occurred to me that there may be something in this on account of which the government did so refuse.

The WITNESS: Mr. Chairman, I am not familiar with the arrangements in that respect. I would not think there was anything in the arrangement concerning refugees which would have affected that decision.

Mr. BOUCHER: You stressed the point that we had no board in Germany to examine Germans who wanted to immigrate to Canada. That argument did not hold as against German prisoners of war who were in Canada and wanted to remain in Canada. Many Canadians wanted them to remain in Canada; but they were not allowed to remain.

Mr. COLDWELL: Is not there a convention which covers that point?

The CHAIRMAN: I believe the core of Mr. Low's argument is that he fears there will be some part of that resolution that may interfere with Canadian parliamentary activities.

Mr. Low: I wanted to be assured that there is not.

The CHAIRMAN: That cannot be so, as far as I can see, because parliament is supreme, as Mr. MacInnis has said; and no international regulations or agreements could interfere with the activities of the Canadian parliament. Such interference would never be acceptable to us.

Mr. FRASER: That matter was mentioned when the new Immigration Act was placed before the House; it was mentioned by the minister that we had our own rules and regulations.

Mr. Low: Here is a specific case which will show you where our anxiety rests: an old German couple, who lived in the Peace River country, adopted their niece and nephew when they became orphans years ago. Those children were brought out to this country and lived here for quite a number of years. In 1938 they went back to Germany for a trip and were caught there at the outbreak of the war and the boy was forced into the German army and was later taken prisoner and finally was interned in England for some years. Now, at the close of the war those children were sent back to Germany, and they have made repeated efforts to rejoin their foster parents in Canada but the officials say: "They are beyond our reach; there is nothing whatever that we can do because I.G.C.R. and this mandate places them beyond our reach."

Mr. FRASER: Are they over eighteen years of age?

Mr. Low: Yes.

Mr. FRASER: If they are over eighteen years of age that has a bearing on the matter.

Mr. COLDWELL: If the department said that these people were not the concern of the Inter-governmental Committee on Refugees that is definitely correct.

Mr. Low: I can say that is true according to this situation.

Mr. BENIDICKSON: Does Mr. Low know the ages of those people at the time they went to Germany?

Mr. Low: One of them was eighteen—the boy.

Mr. FRASER: They are adults now?

Mr. Low: Yes.

Mr. COLDWELL: They were Germans in 1938 if they were sympathetic to the Nazi viewpoint.

Mr. FRASER: If they were under eighteen years of age I imagine they would be allowed into Canada at the present time.

Mr. Low: Investigations in this case have not established that the trip was taken for that purpose. I think, as a matter of fact, the foster mother went back with the children and remained for a few months, and these youngsters were visiting with their relatives and happened to get caught.

Mr. COLDWELL: No doubt there were some innocent people placed in that position.

Mr. GRAYDON: May I ask a question based on section 10 on page 4 which gives the right to any nation to withdraw from the I.R.O.? Why is there a distinction there with respect to notice for withdrawal when in the United Nations charter any nation can withdraw at will without notice? What would happen if one of the members of the United Nations, who is also a member of the I.R.O., withdrew from membership in the main body? Could it not also withdraw from this body automatically?

The WITNESS: I would think the obligation in the International Refugee Organization to continue membership for a year after it had given notice of withdrawal would remain. The intention of this paragraph is to make it possible for the administrative authorities and the organization in order to make plans in advance to count on a certain membership. If, of course, a nation were determined to resign and refused to co-operate for the period that is provided in this clause, I do not believe there would be any way of making that nation co-operate.

Mr. COLDWELL: Is not this rather to affect nations which retained their membership in the United Nations but wish to withdraw from this organization?

The WITNESS: Yes.

Mr. GRAYDON: It may be an attempt, but it is not so spelled out.

Mr. FLEMING: Paragraph 10 relates to all nations—nations who are not members of the United Nations. Some may have ceased to be members of the United Nations. Article 10 applies to all of them regardless of their status in the United Nations, as I read it.

Mr. COLDWELL: And for the reason Mr. Riddell gave.

Mr. JAKES: At the present time in Canada, with all sovereign countries, we do control our own immigration. That is correct, is it not?

The CHAIRMAN: It should be correct.

Mr. JAKES: I want to know whether it is, because irrespective of any decisions of this international organization we can pick and choose our own immigrants; that is correct, is it not? Then, the question I would ask is this: Is it not a fact that it is no doubt intended that each country will surrender part of its sovereign rights and is it not a fact that included in these sovereign rights which are to be surrendered is specifically mentioned the control over immigration?

Mr. KNOWLES: Where?

Mr. COLDWELL: Where is that mentioned?

Mr. JAKES: I will go back three years when I brought up this very question in the House of Commons, and it was proposed by the then League of Nations. It has never been contradicted since that there would have to be a surrender of sovereignty on the part of Canada and other countries. One of the sovereign controls mentioned was immigration. I brought that matter up in the House and I wanted to know whether that was not at that time true; and for that I have been abused ever since.

Mr. BOUCHER: Are you not thinking of the laws in the United Nations organization that there shall be no discrimination against race, colour or creed, and to that extent our sovereignty is limited? No doubt that does limit our sovereignty.

Mr. KNOWLES: Only to the extent of interpreting it.

Mr. JAKES: That is the point. If you limit it to any discrimination as regards race, colour or creed, if you bar certain men and certain people because they are objecting to our ideas, then immediately you can be accused, if they

happen to be of certain religions or races or colour, of racial discrimination; and that is the whole purpose of it. It will make it impossible to have any real control over the immigration policies of the country.

Mr. MACINNIS: I think the Prime Minister made it quite clear in his statement to the house some little time ago that although we agreed to that condition in the United Nations charter it did not compel Canada to take immigrants from whatever country they came and in whatever numbers they came, that we had complete control over the people who come into this country. I think that is something we will have to control.

Mr. JACQUES: That may be at the present time. I take it that is true at the present time but I ask the question what about the future? The Deputy Minister of External Affairs was reported in the press just this last week as saying that we would have to surrender a part of our sovereignty.

Mr. MACINNIS: I think we should have the Minister of External Affairs here to answer that question.

Mr. COLDWELL: Is not that part of the charter intended to apply to discrimination within the borders of a country, that within the country we agree we will not discriminate against persons on account of their race, creed or colour? It does not mean the surrender of the right to control our immigration. I do not think any country would give up that right no matter what colour that country was.

Mr. BOUCHER: While it would not imply surrender it might imply a limitation of our civil rights.

Mr. COLDWELL: According to the level of intelligence and the ideas of morality that a country has. Where you have a low level of course you have discrimination.

Mr. MACINNIS: There is a limitation on our sovereignty whether or not we are members of the United Nations. If we are outside of the United Nations there is equal limitation on our sovereignty and one to which we do not agree. The limitations to which we agree in the United Nations are those we agree to voluntarily.

Mr. BOUCHER: I think we are talking a lot of theory.

The CHAIRMAN: I have allowed the discussion to go on for a while. Before we proceed I want to give Mr. Fleming a message that I delivered earlier in our hearing today. All the members of our committee present to you their very best wishes for many many happy returns on your forty-second birthday.

Mr. FLEMING: Thank you for your very kind remembrances.

By Mr. Kidd:

Q. May I ask a question arising out of previous questions? Has the government of the day any understanding with the inter-governmental committee on refugees as to accepting any quota at the present time?—A. No.

Q. I was referring to the Poles, Polish women or Polish men. There is no understanding that we must take 2,000, 4,000 or 5,000?—A. No.

By Mr. Fraser:

Q. There was that understanding about the 4,000 last year?—A. That is an arrangement with the United Kingdom government, not with the inter-governmental committee on refugees. Perhaps I could refer for a moment to the earlier discussion. There is not in this constitution any contractual obligation on the part of the Canadian government to admit to this country any refugee or displaced person. No such contractual obligation has been entered into by the Canadian government either with the preparatory commission of the international refugee organization or with any other refugee organization.

Mr. KIDD: With the 2,000 Polish women coming to Canada—

The CHAIRMAN: 200.

Mr. KIDD: There are more than that. I sat in on a committee that was arranging to bring women out here as domestics. I was called in on a committee at Kingston. This came from the Minister of Labour.

Mr. COLDWELL: The Minister of Labour?

Mr. KIDD: Yes, and it came over the CBC.

Mr. BENIDICKSON: My understanding is these were local committees to find out the need. The policy has not yet been established. I understand the purpose was to find out in each committee whether there was a desire for it, and how many were required, and so on.

Mr. KIDD: It was handled through the Minister of Labour and the labour organizations across Canada. I know as far as Kingston was concerned I sat in on a committee having to do with the hospitals. They wanted to know how many of these women could be absorbed. A more or less favourable report, flavoured to suit the Minister of Labour, came over the CBC that 26 organizations across Canada had signified their willingness to accept these women. I think negotiations are under way now to bring a couple of thousand Polish women to Canada. There has been very little said about it. I should like to know who makes the selection of the 2,000 Polish women, and do they come under this inter-governmental committee on refugees?

The WITNESS: That is a question which would have to be answered by the Director of Immigration. All I can say is that, as to any policy which the government might adopt in regard to migration to Canada of refugees and displaced persons I feel quite sure the inter-governmental committee on refugees would be glad to co-operate.

Mr. KIDD: I wanted to be clear on that point. I do not know whether under the inter-governmental committee Canada is obliged to take 2,000, 4,000, or 6,000.

The WITNESS: There is no such obligation.

Mr. COLDWELL: What radio station was it you heard it on?

Mr. KIDD: The CBC, and I sat on the committee.

Mr. COLDWELL: Recently?

Mr. KIDD: Yes, about two weeks ago last Monday morning. It was more or less flavoured, more or less anxious that we should co-operate. You cannot bring these women in the same way as you can men. When you bring in 2,000 or a couple of hundred Polish men you can put them in army camps, but when you bring women in there is no place to put them when they arrive. There are a lot of details to work out.

Mr. KNOWLES: There was one large meeting in regard to these people in the railway committee room.

Mr. MACINNIS: At our next meeting should we not have the director of immigration here?

The CHAIRMAN: We may. I believe it would be more relevant to that department than to the resolution we are discussing at the present time.

Mr. BOUCHER: It would seem that we should have the Minister of Labour also, or someone from his department, because the action was taken by his department.

Mr. KIDD: I wanted to be clear as to where they were coming from. I did not know whether they were refugees or from camps or whether they were picking them up in Poland or where they were coming from.

Mr. KNOWLES: I should like to say a further word about the compromise nature of this document in defence of those on our side of the argument who may

appear to have done the compromising. I stated earlier what I felt to be the two extreme views which had to be ironed out when this constitution was formulated. It might appear perhaps from the way I said it as though those on our side went too far in the direction of appeasement and letting down on a high principle which is mighty sacred, and without which our world just does not go on.

I want to say that they were faced by the argument from the Soviet side to which they had to give consideration. The Soviet argument was they did not feel it was right to ask them to contribute money to an organization part of which would be used to replace and rehabilitate in some other part of the world persons who might carry on anti-Soviet activities. If the opposite were the case we would object, too, if we were being asked to give money to an organization that was going to set up anti-democratic beliefs in some part of the world.

I do not intend to go into the argument in detail. This is not a defence of the Soviet viewpoint. I am rather defending those representing Canada and other democratic nations for the action that they took. Their compromise was not a case of appeasement. It was a case of recognizing in a practical world certain defensible arguments and also the desire to really achieve a document that would mean something practical to some of the refugees who need asylum.

Mr. JACQUES: My point—and it is fundamental—is that it is impossible to define guilt in this sense. That is my whole argument. If you look in the Encyclopedia Britannica for the definition of fascism what do you see? "Anti-communism." Therefore, if any man is against communism automatically he is a fascist and then he is condemned. To me it is fundamental. I mentioned Mihailovich. Would Mihailovich have been judged as guilty or innocent before this international tribunal? That is a fair question.

The CHAIRMAN: I believe we have had a fine, interesting and illuminating discussion. If it is possible I should like us to deal with our report at this time. The government would very much like it to be brought before parliament. We also have Mr. Pearson here this morning. I am afraid we will not be able to hear him. I am very sorry for that because I know he is a busy man. If it is your pleasure we will sit in camera and discuss the report. If there are no more questions I will ask the officials to retire.

Mr. BENIDICKSON: Does that mean we are disposing of the consideration of the refugee problem?

The CHAIRMAN: Yes, referring it back to the House of Commons.

Mr. BENIDICKSON: The only comment I should like to make is that anything we have been discussing is fairly academic. As I said at an earlier meeting I thought the key to any concrete knowledge of what we were likely to receive in numbers and the time of their arrival, and so on, was to be found in the transportation question. Is it proposed to have some information as to what the prospects are?

The CHAIRMAN: I believe Mr. Riddell answered that at a previous meeting. There is nothing concrete now as to the numbers. That is going to be decided by the organization itself.

The WITNESS: If I may make one comment, there are really two questions. One is the establishment of this international organization to provide for the care and maintenance of refugees and their resettlement where that is possible. There is then a supplementary question of whether or not this country receives any of those refugees, and what arrangements may be made for moving them from Europe. That second question is one which really should be dealt with by the Director of Immigration.

Mr. KNOWLES: The second question does not arise until the organization is functioning.

The WITNESS: It is possible for them to move in the meantime but their care and maintenance by some international organization is necessary.

Mr. COLDWELL: The really urgent thing is to set it up in order that we may assist in the care and resettlement of persons who need to be cared for and resettled.

Mr. BENIDICKSON: I raised the point because it is assumed we will be taking a share of these refugees.

Mr. COLDWELL: It is a pressing problem.

Mr. BENIDICKSON: Yes, and I think we can also assume that the amount of shipping that is used for the transportation of refugees will be affected very materially by the numbers who will come over in the ordinary way on applications of relatives, and so on. I think it is of some interest to this committee.

Mr. BEAUDOIN: Can anyone here tell us as to the attitude of the other nations with regard to taking in some of these refugees? It is going to cost us over \$5,000,000 a year. They provide for a budget for the first year, and the sooner the nations which subscribe to this take in the refugees the sooner this organization will go out of existence.

Mr. BENIDICKSON: In the meantime they are contributing for services in another country and we are paying for their upkeep. There may be need for that for the reconstruction of our own country.

Mr. BEAUDOIN: Do you not think that we can clear the matter up in a year?

Mr. COLDWELL: During the discussions in the committee, particularly in the final stages, it seemed that some countries were very anxious to receive quite large numbers of refugees. I remember the Brazilian delegate specifically was prepared to take 100,000 of them, and the Argentine delegate said very much the same thing. The difficulty with those countries was they wanted this resettlement partly paid for out of the organization. Of course, that is not provided for. They wanted the actual resettlement to be paid for out of the funds of the organization.

Mr. BEAUDOIN: Is there not some reference to a large scale resettlement organization budget of \$5,000,000?

Mr. COLDWELL: That is supervision, administration, and so on.

Mr. BEAUDOIN: There is a different item for that.

Mr. FLEMING: I did not understand it extended to providing means of transportation and settlement.

Mr. COLDWELL: No.

Mr. BENIDICKSON: Is there any answer as to whether or not there has been any immigration of these people from these camps since they were set up?

The WITNESS: Very small numbers so far.

Mr. KNOWLES: The matter of resettlement is referred to on page 7.

By Mr. Benidickson:

Q. Just a small number?—A. So far.

Q. We have heard in the House and elsewhere there has been some large movement of Europeans to other countries, and the suggestion is made that we are eventually going to be taking some of these people but that other countries are making their selection in advance of ours. I was wondering if there is anything to that.—A. It is quite true, as Mr. Coldwell has said, that other countries have expressed considerable interest in the movement of some of these people. It may be that a selection is being made at the present time by some of them, but it is not possible to move any considerable number of people yet.

Mr. FLEMING: I think we ought to go back to the point Mr. Beaudoin raised a moment ago. If you look at article 10, subsection 1, in relation to finance, you will see that it says:—

—covering the necessary administrative, operational and large scale resettlement expenditures of the organization.

I had assumed that the budget was not to cover any actual expenses of resettlement, that the budget was intended to cover administration expenses using that term very broadly.

By Mr. Fleming:

Q. Does that understanding jibe with the words of article 10, subsection 1? I am not sure they do.—A. Well, Mr. Chairman, the functions of the organization are defined in—

Mr. KNOWLES: The proportion for large scale resettlement is subject to clause 4.

The WITNESS: —article 2, clause 1(b).

(b) with respect to persons for whom repatriation does not take place under paragraph 1 (a) of this article to facilitating:—

- (1) Their re-establishment in countries of temporary residence;
- (2) The emigration to, resettlement and re-establishment in other countries of individuals or family units; and
- (3) As may be necessary and practicable within available resources and subject to the relevant financial regulations, the investigation, promotion or execution of projects of group resettlement or large scale resettlement.

It was the intention that as to persons who could not be repatriated arrangements for resettlement should be made. If, however, those arrangements were contemplated in the form of very large scale group settlements, it was thought that arrangements of that nature should not be proceeded with by the organization except after special consideration has been given and under special financial arrangements. In other words, the ordinary budget of the organization should not be used for the purpose of settling, let us say, 10,000 people in the interior of some South American country, or something of that nature, without special consideration being given.

Mr. COLDWELL: You have here article 10, subsection 4, which also deals with it.

Each member shall contribute—
that is mandatory—

—to the operational expenditures—except for large scale resettlement expenditures—as determined and allocated under paragraphs 1 and 2 of this article, subject to the requirements of the constitutional procedure of such members. The members undertake to contribute to the large scale resettlement expenditures on a voluntary basis and subject to the requirements of their constitutional procedure.

In our case that would mean if we were going to make a contribution for large scale resettlement there would have to be an estimate in our own parliament which would have to be discussed and approved by our parliament.

Mr. Low: I wonder why they have made it so vague.

Mr. COLDWELL: Well, that is what it is.

Mr. Low: Yes, I can understand that.

The WITNESS: The possibility might arise of settling a block of 50,000 people in some country provided financial resources could be found for that movement, but the settlement of 50,000 people is a costly undertaking if you

think in terms of going into a new country and establishing those people there. It was thought if that were contemplated the organization should be in a position to consider it. On the other hand, it should not be in a position to use its available resources for a very large commitment of that nature without getting the specific consent of the member organizations through voluntary contribution to that particular project.

Mr. WINKLER: I believe the movement of Mennonites to Paraguay cost about \$500 per person. There were 2,000 and at \$500 each that would be \$100,000. They were moved by the Mennonite church.

Mr. FLEMING: That included the cost of transportation as well as resettlement?

Mr. WINKLER: No, transportation alone.

By Mr. Beaudoin:

Q. Did you obtain any information about the point I raised the other day as to policing in the UNRRA camps?—A. I am sorry, but I have not received that.

The CHAIRMAN: Are you ready for the discussion of the report now?

Some hon. MEMBERS: Yes.

Committee then went into camera.

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(ON)

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

TUESDAY, MAY 27, 1947

WITNESSES:

Mr. W. D. Matthews, Chief Administrative Officer, Department of
External Affairs.

Mr. Lester B. Pearson, Under Secretary of State for External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



ORDER OF REFERENCE

MONDAY, May 26, 1947.

Ordered,—That the following Bill be referred to the said Committee:—

Bill No. 132 (Letter F of the Senate), intituled: "An Act respecting Article Forty-one of the Charter of the United Nations".

R. T. GRAHAM,
Deputy Clerk of the House.

MINUTES OF PROCEEDINGS

TUESDAY, May 27, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Present: Messrs. Beaudoin, Benidickson, Boucher, Bradette, Breithaupt, Coldwell, Cote (*Matap.-Matane*), Croll, Diefenbaker, Fleming, Fraser, Graydon, Hackett, Jackman, Jaenicke, Jaques, Knowles, Leger, MacInnis, MacLean, Mutch, Winkler—22.

In attendance: Mr. Ross (*Hamilton East*) M.P.; Mr. John K. Starnes, Mr. H. F. Clark.

The Committee resumed consideration of the estimates referred.

The Chairman read a letter from Mr. John K. Starnes forwarding copies of an address by Mr. George Ignatieff to the United Nations Society in Canada which were distributed.

Mr. W. D. Matthews, chief administrative officer, Department of External Affairs, was recalled and examined on item 43 of the estimates, representation abroad. He was asked to bring forward information and retired.

Mr. L. B. Pearson, Under Secretary of State for External Affairs was recalled. He made a general statement on item 41, was examined on the Canadian Information Service, and retired. He was assisted by Messrs. Clark and Matthews.

Reverend Kwan Sik Kim, General Secretary of the Presbyterian General Assembly in Korea, briefly addressed the Committee on the friendly relations which exist between his country and Canada.

Before adjournment, the Chairman informed the Committee of a new order of reference of the House, being Bill No. 132, An Act respecting Article 41 of the Charter of the United Nations. (*See this day's evidence.*)

At 12.55 the Committee adjourned until Friday, May 30, 1947.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

House of Commons

May 27, 1947

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: I will now call the meeting to order. Gentlemen, you deserve to be praised for being on time. If you will allow me, I will read a letter I have received from Mr. Starnes, Ottawa, May 26, 1947.

Dear Mr. Bradette,—Mr. St. Laurent has asked me to send you forty copies of an address made by Mr. George Ignatieff to the United Nations Society in Ottawa on Wednesday, April the 23rd, 1947. As you are aware, Mr. Ignatieff is General McNaughton's principal adviser on the Canadian delegation to the Atomic Energy Commission and Mr. St. Laurent thought that the members of the Standing Committee on External Affairs would be interested in reading this summary of the problem of international control of atomic energy, as it may be useful at the time the committee has the first report of the Atomic Energy Commission to the Security Council under consideration.

Yours sincerely,

(Sgd) JOHN STARNES.

I will ask the secretary to distribute to the members copies of this speech. The members of the committee who are not present will receive their copies by mail.

This morning we have Mr. Matthews, who will take up item 43. He will preface his remark on that item by answering some questions which were placed before him at a previous meeting.

W. D. Matthews, Chief Administrative Officer, recalled:

The WITNESS: Mr. Chairman, at the last meeting at which I was present I was unable to give the actual figures for the male appointments in the last year, breaking them down between those who had overseas service and those who had not. I have those figures with me now and I should like to give them, if I may. When Mr. Wrong was giving evidence before the committee last year, he pointed out that in the six months from November 1, 1945 to May 1, 1946 there had been 74 male appointments, 73 of whom had overseas service. The one exception was a young lad who was too young to be overseas. Mr. Wrong also pointed out it was doubtful if the very high proportion could continue.

During the year May 1, 1946, to May 1, 1947, there have been 93 male appointments in the Department of External Affairs, 68 of whom had overseas service. Of the remaining 25, 10 were under 19 at the end of the war, 3 were over age for war service, 6 had been in the army but had not been posted overseas by the end of the war, 2 have obvious physical defects and there are only 4 for whom we do not know the reason why they were not in the army. We do not like to ask such personal questions when a person is assigned to us. While our record is not quite of the outstanding order of the year before, I think it is still satisfactory.

I have some figures which are more recent on the breakdown of the expenditures of the various missions abroad during the past fiscal year. If these copies could be distributed to the members, I think it might help in our discussion on vote 43. Mr. Chairman, the figures in this statement are very nearly what the final figures will be. However, there are four or five offices abroad from which the March statements have not been received. Therefore, these figures are still subject to a certain amount of adjustment.

In going over these figures you will see the variations between the estimated and the actual expenditures are probably greater than they are for the ordinary appropriations in Ottawa. There are various reasons for that. In the first place, the estimates are prepared in November. By that time, the details of only four or five months of the current year's expenditures, have been received in Ottawa. Therefore, when you build up your estimate based on past expenditures, you have not got a very large sample of the current year on which to base the estimate. There are two items which are quite impossible to anticipate. One is the fluctuation in exchange rates. Last November we had to anticipate what the exchange rates would be a year from the following March in preparing the current year's estimates. Obviously those are going to fluctuate quite substantially.

Another factor that is of very great significance at the moment is the fluctuation in the cost of living in the individual countries. A substantial proportion of your expenditures will be made in the countries and your allowance expenditures for your officers will have to vary as the cost of living varies in those countries. For those reasons your estimates may be out of very substantial amount. The most marked case we had of that was some years ago in the estimates for China. We were paying over 6 cents for a Chinese dollar at the time we prepared our estimates, and we were getting several hundred Chinese dollars per Canadian dollar by the time the fiscal year for which the estimates were prepared had expired. That year we happened to have a nice surplus in China. It often moves the other way.

By Mr. Diefenbaker:

Q. What is the situation this year in regard to China? Do you expect a surplus?—A. At the moment the exchange rate is fairly well stabilized. It is 12,000 to the dollar, but that might move a good many thousands to the dollar either way over night.

Q. In connection with China Mr. Justice Davis was appointed Ambassador to China recently. Is Mr. Justice Davis still a member of the Court of Appeals of Saskatchewan or has he resigned from that position?—A. I have no definite knowledge of that. I think he is on leave, but I am not sure.

Q. Still on leave?—A. That is my understanding, but I cannot give a definite answer.

Q. Are there any other cases of persons being on leave from one position and occupying ambassadorial positions at the moment?—A. There have been certain people who are still technically on army strength and who I understand are being retired. General Vanier is being paid by our department but he has been technically on army strength. There have been others of that character, but I do not think there have been any others on leave except the army ones and Mr. Justice Davis.

Q. Would you know how long that leave of absence is being continued?—A. No.

Q. You have no records of that in your office?—A. No. I think the Department of Justice would have records of that.

By Mr. Graydon:

Q. Have you any news as to the progress of the houses that are going over from here to China to house the ambassador?—A. We have not heard of them having arrived yet, but they are on the Pacific at the moment.

Q. May I ask if those houses are insured in transit?—A. No.

Q. They are not insured in transit?—A. No. The general policy is that no government department shall carry insurance. I understand the risk is so widespread it is considered better to have the government assume its own risks.

By Mr. Diefenbaker:

Q. How many of those houses went?—A. Three. One of them has a duplex so that there are four units but there are three separate houses.

Q. How much are those houses worth?—A. Speaking from memory the cost in Canada was \$39,000.

By Mr. Boucher:

Q. For the four units?—A. Yes. It was \$43,900. That amount is for the three units, one of which is a duplex, and that figure represents their value in Canada. The shipping cost will be very substantial to get them to Nanking.

MR. DIEFENBAKER: What would be the shipping cost?

THE WITNESS: It was a shipment that included the houses, the buildings, and a lot of other things, which were sent over. The total shipping cost to Nanking was around \$30,000 but I am not sure what proportion would be properly chargeable to the houses.

By Mr. Graydon:

Q. What would be the other things?—A. I think there was a truck, and there was some coal.

Q. Coal?—A. Yes, it was absolutely impossible to get it in China. We would not have sent that by itself but as it could be added to another shipment it was sent along.

Q. And how much coal was there?—A. I have not the record but I could find it.

Q. Have they no coal in China?—A. Apparently they just cannot get any in Nanking. They suggested that we send this shipment and we did.

MR. HACKETT: Was that just bunker coal?

THE WITNESS: It was for heating of the buildings in general.

MR. GRAYDON: What else was there besides coal?

THE WITNESS: I could get you the actual details of the shipment. There was a certain amount of office furniture, residence furniture, and I think there were some food supplies went with the shipment.

By Mr. Diefenbaker:

Q. There were very substantial shipments of food?—A. Yes, but I do not know whether it went with this shipment.

Q. Has this ever taken place before, that an ambassador has been accompanied by his houses?—A. No.

By Mr. Knowles:

Q. Mr. Chairman, may I inquire the reason for the reduced amount in the case of the embassy in Moscow?—A. There is one explanation that covers a good many of the reductions throughout. These estimates were to a very large extent based on the expenditures of the first four or five months of the past fiscal year. If the expenses go up during the latter part of the year it means you have underestimated. That accounts for a good many reductions in comparison with the past year's expenditures. Actually in Russia there was one substantial non-recurring item last year. When our mission first moved to Moscow we were assigned the house and properties previously used by the Danes. All the Danish furniture was there and we had to pay the owners of that furniture a rental for three or four years. That would be \$12,000 and that was paid last year but it

will not be recurring so that we have an expenditure of \$104,000 being \$116,000 less \$12,000 of this non-recurring item compared with \$98,000 estimates for the current year.

Q. What I was really anxious to find out was whether the reduction had any connection with the fact that there is no ambassador there at this time?—A. Actually, at the time the estimates were prepared there was an ambassador. Undoubtedly, if the period without an ambassador is at all extended the figures for expenditures in the current year will be even lower.

Q. But this estimate provides for a full ranking ambassador?—A. Yes.

Mr. GRAYDON: How many Canadians are attached to the Soviet embassy in Moscow?

The WITNESS: I can give you that actual figure.

Mr. KNOWLES: Would you name them, there are not very many?

The WITNESS: Yes, there is Mr. Ford, the second secretary.

Mr. GRAYDON: He is the acting Charge d'Affaires.

The WITNESS: Yes. And there is Mr. Phillips, the third secretary; Miss Oram, clerk grade IV, Mr. Finnie, clerk grade III; Miss Millar, stenographer; Mr. Goulet, clerk; Miss Powell and Miss Brown, both stenographers; and then there is the military attache, Brigadier Allard; I have not a complete record of his staff. The only one that I have listed is the sergeant who is his clerk.

By Mr. Graydon:

Q. May I ask you to contrast or compare the number that we have in the embassy at Moscow with the number that the Soviets have in their embassy at Ottawa?—A. I can get those figures but I have not got them here. They have ten people listed in the diplomatic list. That does not include their clerical staff but I understand they have their household staff from Russia as well.

Q. I think the Department of External Affairs has some indication by virtue of permits or records of the people coming in from time to time which would enable you to give the committee perhaps at a later sitting the exact numbers?—A. Yes.

Q. Because my understanding is we are very much out of balance so far as numbers are concerned, compared to ours over there.—A. Yes. We can get the actual figures for you.

Mr. GRAYDON: I think that's important.

Mr. KNOWLES: One of the reasons would be the fact that the Russians bring their household staff here whereas our people in Moscow hire their entire house staff including chauffeurs, translators and even some messengers; people like that around the embassy are all Russians and that would account for a very substantial amount of the difference.

Mr. GRAYDON: We don't do that over there.

Mr. KNOWLES: It is up to them. Why do we hire Russians there? That is our position.

Mr. COTE: That situation is probably due to the fact that not very many people here speak Russian.

Mr. GRAYDON: Of course, that would explain some points.

Mr. KNOWLES: Incidentally, I wonder if Mr. Matthews could tell us how many Canadians over there in Moscow speak Russian? I understand that practically no Canadians speak Russian while a lot of their staff practically all speak English. Could you tell us how many of our staff over there speak Russian?

The WITNESS: Some of the stenographic staff when they go have not much more than a book knowledge of the language, but they have worked hard and now most of them can speak a certain amount of the language.

By Mr. Fleming:

Q. Turning back for a moment to this question of houses for China, were those houses designed by some government department?—A. We have a departmental architect who adapted a design for use for our purposes.

Q. Adapted, from what?—A. From the manufacturer's standard design. I can bring over for another meeting some photographs of those houses.

Mr. GRAYDON: In whose mind did this idea of taking houses around with ambassadors start?

The WITNESS: I think it is one that actually grew out of the impossibility of obtaining suitable accommodation there without the payment of fabulous rentals.

By Mr. Diefenbaker:

Q. Did Brigadier Odlum get along all right over there?—A. He was in Chungking. We actually had to build a house out of mud walls for him and it cost us approximately \$125,000 Canadian to build the house which is really of mud construction.

Q. When was that built?—A. That was built in 1942 or 1943.

Q. It cost us a lot to have representation there?—A. That was the time when the rate of exchange was very much against us. Probably if we had had a proper rate of exchange the amount would not have been in excess of \$15,000.

Q. Did you sell it afterwards?—A. I think we sold it for \$12,000.

By Mr. Graydon:

Q. We are apparently not doing very well in the real estate business. Did I understand Mr. Matthews to indicate that we were going to get full particulars of the cost of design and construction and so on of these houses?—A. We can get that for you. Of course, we cannot give you the final cost including cost of erection over there because we will not know that for some little time.

Q. Were any nails sent over with the houses? I think that is important. I do not think there is anything more important than nails right now. Would that include all things necessary for the erection of these houses over there?—A. Yes. I think it went absolutely complete. Naturally the foundations had to be built over there but I am not sure that they did not send over the cement for that purpose.

By Mr. Boucher:

Q. Who will do the work of the erection of the buildings?—A. They probably will have to get local labour. One man went over to supervise construction. He was a man who had worked for some missionary society over there, I understand.

By Mr. Fleming:

Q. Are those houses demountable?—A. I think once they are up it would be very difficult to move them.

Q. Who constructed them for the government?—A. I think it was a firm in British Columbia, but I will have to get the name for you.

By Mr. Graydon:

Q. Perhaps you could come prepared next time. You may not have expected so much interest by the public in this matter; but when you come again you might have the particulars so that we can give you a detailed examination.—A. Yes.

By Mr. Jackman:

Q. Do all the military attachés and staffs come under the department's roster of people?—A. No, they are on the pay-roll and are the financial responsibility of the Department of National Defence.

By Mr. Cote:

Q. Are any Canadians in the various missions paid by the Department of Justice?—A. No.

By Mr. Jackman:

Q. Do other classifications, besides the military attaché and his staff, come under your own staff?—A. There are the trade representatives of the Department of Trade and Commerce, the trade commissioners' service, who are given the designation of commercial secretary or counsellors, according to their rank, and they are paid by the Department of Trade and Commerce and their instructions come from the Department of Trade and Commerce. All the people attached to the mission are under the general supervision of the ambassador.

Mr. KNOWLES: We have no such commercial secretary in Moscow?

The WITNESS: No.

By Mr. Fleming:

Q. The significant increase in this list seems to be, first, in the office of the Canadian High Commissioner of the United Kingdom—an increase over expenditures last year of \$272,000 and the estimate this year is \$333,000, of which \$19,000 is accounted for by C.I.S. In Australia the figure goes up from \$39,000 to \$71,000; and then among the embassies the United States jumps up from \$239,000 to \$357,000 of which \$63,000 is accounted for by a Canadian Information Service item. I wonder if Mr. Matthews would give us an explanation of the reasons for the very substantial increases in these three items abroad?—A. The increases in the United Kingdom are partly the result of increases in staff and partly the result of increases in allowances. The allowances have gone up quite substantially because they have been trying to build up the number of Canadians in the subordinate staff in Canada House. When we send a Canadian there we have to pay allowances as well as salary, and while the amount in any individual case is not very great I think there is provision for about fourteen more Canadian members of the subordinate staff than there was last year. There is one other item that affects the United Kingdom. A substantial increase of \$12,000 for our postage. During the greater part of last year the air mail between the United Kingdom and Canada was carried on service planes; now it is carried by T.C.A. planes, and we have to pay for it, which we did not have to do before. As the mail from almost all our missions on the continent is centralized in Canada House and then shipped over here, it means that the cost of air mail is very heavy, and that accounts for an increase of \$12,000 compared to our estimates for the previous year.

By Mr. Graydon:

Q. May I ask you a question with respect to vacancies that occur from time to time in our posts of high commissioner, ambassadorial and ministerial? During the last few years there have been very long gaps and periods among our senior officials where the previous senior official had been retired or moved and no appointment had been made. Have you a record of the exact gaps and periods?—A. I can easily obtain that; I have not got the information with me.

Q. I would like to have this put on the record of the committee because there was an astonishing number of our senior posts that went unfilled and went by default not only for months but in some cases more than a year. I think that should not occur again. At one time, in the Commonwealth, I believe we only had one post filled which I do not think is a proper thing in view of the importance of our diplomatic position.—A. I will get that statement. Would it be for the past year that you would want it?—

Q. For the last two years. I think that covers the period I have in mind.

By Mr. Fleming:

Q. Mr. Matthews was going to comment on the other two items about which I asked, Australia and the United States.—A. One reason that the expenditures last year in Australia were considerably below what we are spending this year and what we had estimated for last year is the very point Mr. Graydon has raised, there was a gap between the postings of high commissioners. The salaries and allowances of your chief of mission are always a fairly substantial portion of your expenses at a post. Also, to a certain extent, the activities are closed down when your chief of the mission is away from his post. I am afraid I have not the actual period during the past fiscal year when there was no high commissioner in Australia, but it was quite a considerable period of time. This accounted for a large portion of the drop in expenses last year below what we had anticipated.

Another reason is that, in the past year, Mr. Malone, who is the second senior man of the External Affairs staff out there was transferred from the information pay list to the departmental pay list. This made an increase in the provision for salaries of approximately \$4,000. I am sorry I have not the expenditures for the Information Service for last year, but the \$4,000 which was previously on their list would be swung over to the External Affairs this year.

One other thing; in Australia this year we had to estimate for an automobile which brought up the estimates. We have estimated for \$4,000 for that item but I think we bought a car for considerably less the other day.

MR. GRAYDON: It would depend upon whether it was a used car or a new one. The used cars cost more than the new ones, these days.

THE WITNESS: Mr. Starnes just pointed out to me that Mr. Justice Davis left Australia at the end of May, so that for over ten months of the year there was no chief of the mission. This would account for almost \$15,000 in salaries and allowances.

By Mr. Fleming:

Q. Did his salary and allowances cease when he left Australia?—A. I am not sure of the date of his appointment to China, but as of the effective date of that appointment his salary would be charged to the appropriation for China.

Q. But his salary as High Commissioner to Australia and allowances would continue up until the date of his appointment as ambassador to China, is that correct?—A. Yes.

Q. So that actually the date of his departure from Australia is not the significant date?—A. No, it might be two or three months after that before his salary stopped being charged.

Q. What about the United States? There was a large increase there which is only about half accounted for by the amount which has been taken over from the Canadian Information Service?—A. But part of that increase is accounted for by the fact that this year, we have provided for a minister as well as an ambassador. Mr. Stone has been appointed as minister, and we have provided for the same number of staff at the counsellor level in our estimate. This means one additional senior man which would account for approximately \$15,000 of the increase.

There is also a fairly substantial increase in the number of our subordinate staff. During the war years, there were a good many military personnel attached to the Embassy and a lot of the messenger service and guards were provided by the veterans' guard, not at our expense. As these people were withdrawn, we had to get people down there on our payroll and that would account for quite a large number of people. None of these are very high salaried people, but the aggregate amount is quite substantial.

Q. Does that appointment of Mr. Stone as Minister carry with it the title and designation of minister?—A. Yes, the designation of minister.

Q. So we now have an ambassador and a minister at the Embassy in Washington?—A. Yes.

Q. That represents an increase in the personnel?—A. The year before there was an ambassador and two counsellors. At the moment, actually, there is an ambassador, a minister and a counsellor, but in our estimates we have provided for a second counsellor when one can be sent there.

By Mr. Cote:

Q. Have you not in New York also a good many more secretarial workers than you used to have on account of the United Nations representation?—A. There are a tremendous number of people who travel down to New York for that work. There are certain ones who are assigned to New York full time, to visit General McNaughton on the Atomic Energy Commission, but there are none who are assigned full time in New York for the United Nations.

Q. Those expenditures are included in this substantial amount of increase?—A. No, the consulate proper in New York is down at the bottom of this page.

By Mr. Fleming:

Q. There is a large increase in the item for the New York Consulate which is largely taken care of by the Canadian Information Service?—A. Yes.

By Mr. Cote:

Q. This would not explain that point you just mentioned?—A. You mean—

Q. The clerical staff attached to the various delegations of Canadians going to the United Nations for various purposes?—A. Normally, those people are selected from the staff of the department here. Depending on the size of the delegation, we decide how many should be sent down and those people are sent down for the duration of that particular mission.

By Mr. Graydon:

Q. The consulate at New York has had a great deal of work thrown upon it by virtue of these meetings at Lake Success and Flushing Meadows. While the New York office does not provide directly for the staff, which comes from Ottawa, nevertheless I think Mr. Scully and the others in New York have a greatly added amount of work by virtue of the fact so many Canadians are in New York?—A. The New York staff has to make all the original preparation because the Ottawa staff just goes down with the delegation. Undoubtedly, there is a great deal of work in preparation.

MR. GRAYDON: I think Mr. Scully and his staff deserve some tribute because I do not think the average person realizes what the New York staff is up against with the large number of Canadians down there. Those who are in New York always want some service rendered and the New York office has always been very kind and courteous as the chairman noted, no doubt, the last time he was in New York.

The CHAIRMAN: Yes, I certainly did.

By Mr. Fleming:

Q. I wonder if Mr. Matthews could bring us some statement as to the detail of the items he was discussing in explanation of the increases for the offices in the United Kingdom, Australia and the United States?—A. Yes, I can. It is difficult for our treasury office to break down the past year's expenses into the finer details because the method by which their books have been kept to date makes it a very great chore. It is difficult to give you a comparative break down of expenditures over the past years with the break down used in the preparation of the estimates.

Q. I do not want to put Mr. Matthews to any unnecessary trouble in this matter, Mr. Chairman, but I think if we could have a statement with somewhat more detail than he has been able to give us in his oral explanation this morning accounting for the increases, it would be desirable. For instance, in the United Kingdom, you mentioned there were increases in allowances and I think in salaries?—A. Yes.

Q. If we could have the numbers of those affected and the percentages, something of that kind, I believe that would be satisfactory.—A. Yes. Those in which you are particularly interested are the United Kingdom, Australia and Washington?

Q. Yes.—A. Right.

By Mr. Coldwell:

Q. May I ask one question concerning South Africa? Have we a high commissioner in South Africa?—A. Yes, Mr. McGreer.

By Mr. Boucher:

Q. Would you include France in that break-down?—A. Yes.

By Mr. Graydon:

Q. Have we bought the house in Washington about which all the discussion took place in the committee?—A. No, we have not yet, sir. I, personally, hope we will.

Q. I thought we only had until a week ago Saturday. There was great urgency about it. What happened in the meantime?—A. It is still under consideration. We have not yet taken any steps.

Q. What is the reason for the delay? What is the hold up?—A. Well, I do not know. I can only recommend. I have not the authority to go ahead. I cannot say, sir.

Q. Has the government given the department any "go" sign with respect to the purchase of it as yet?—A. No.

Q. In other words, it is the government for whom you are waiting?

Mr. BEAUDOIN: Did I understand you to ask the witness if the government had done anything?

Mr. GRAYDON: Yes.

Mr. BOUCHER: If the government has given the "go" sign to the department.

Mr. GRAYDON: I did not mean that to be an offensive question.

Mr. BEAUDOIN: I would not say it was offensive, but the witness has already said he has no authority to answer on this matter. I thought Mr. Pearson was going to come back here, and he would be the proper person to question about that.

Mr. GRAYDON: All Mr. Matthews knows is that the deal has not been closed. I was only anxious to find out, in view of what Mr. Pearson said a week ago Saturday, what had happened. May I ask one other question with respect to India? In this item, representation abroad, there is no mention whatever of India. Where do we get the money for Mr. Kearney in Calcutta or New Delhi, wherever he goes?

The WITNESS: This item only covers the amounts for offices which had been opened at the time the estimates were prepared. The figure for offices which may be opened later is contained in the \$400,000 for new offices.

By Mr. Graydon:

Q. That includes the one in India?—A. The one in India and we have also opened legations in Czechoslovakia Poland, Sweden and Switzerland, all of which are being charged against that amount.

By Mr. Jaenicke:

Q. Is there not one in Denmark?—A. Denmark and Norway are really treated as one. The one minister is accredited to the two countries. If we opened a separate office, which is quite possible, in Denmark, then the expenses would be charged to this item. At the moment, the people living in Norway periodically visit Denmark. We have no staff permanently resident in Denmark.

By Mr. Graydon:

Q. Did we send any house or fuel to India with our new high commissioner when we sent him over there?—A. No, nothing has been sent there. Mr. Pick, who is the secretary, has been there for approximately two months now. He has been spending practically all his time searching for housing accommodation.

Q. Why was one ambassador treated differently to the minister going to India? Both countries are oriental countries and, I fancy the same problems with regard to housing and fuel would have to be faced?—A. So far as China is concerned, we had some people on the spot who were able to look into the situation and advise us as to how we should deal with it. Undoubtedly, in India there is a real problem, although Mr. Pick has not yet given up hope of being able to obtain, on a reasonable basis, some leasehold premises for a chancery. He also hopes to obtain a residence. The coal problem, from anything we have heard from Mr. Pick, is in New Delhi. A very slight problem.

By Mr. Beaudoin:

Q. Mr. Matthews, is there anyone in your department who is more directly connected with this Canadian Information Service?—A. I understand Mr. Pearson hopes to be here shortly and intended, with the approval of your chairman, to deal with that subject.

Q. I want to know what the activities of the Canadian Information Service are, but I might as well wait for Mr. Pearson?—A. Yes.

By Mr. Cote:

Q. Who is in charge of the C.I.S. now?—A. The C.I.S. has really been absorbed into the information division. Mr. Andrews is the chief of that division.

Q. He has resigned?—A. No, his resignation is not effective as yet. He is still in charge of the division.

Q. When is he leaving?—A. I think it is about the first of August.

By Mr. Graydon:

Q. Has he left yet?—A. As the minister, some time ago, made a statement to the House on this matter, I believe I should not answer the question.

MR. GRAYDON: I have no objection to your not answering it because the minister did not answer it either. Just to refresh your memory, I may say when I approached the minister concerning the rumour which was currently circulated in the press that Mr. Andrews was about to resign or contemplated resigning, the minister said he had no indirect or direct information on the point. I was wondering whether there was anything fresh on that point? I shall ask the minister direct.

MR. COTE: There was a news item in the press last week saying Mr. Andrews was going to Vancouver, to the University of British Columbia.

MR. GRAYDON: Everybody seems to know more about this matter than the minister does. I think we should ask the minister again to make sure.

MR. FLEMING: The committee might ask the Chairman to ask the question.

By Mr. Jackman:

Q. Are there any other departments of the government which supply officials to the various ministries and embassies, besides the Department of National Defence and the Department of Trade and Commerce?—A. The Immigration Branch have people attached to the embassies in Paris, Brussels and The Hague, to deal with immigration matters which arise there. These people are given the designation of counsels in these places. The Department of National Health and Welfare has medical officers, I believe only in Paris and The Hague, to assist in the medical examinations which are required in connection with immigration work.

Q. Is that because we have no immigration offices, as yet, set up in those countries?—A. No, the immigration office will probably continue to be attached to the embassy or the legation in those countries in order to have all the Canadian groups working together.

By Mr. Cote:

Q. Do you know if there is any request from the immigration department to your department for the opening of other offices in central Europe, the Balkans or elsewhere?—A. I believe consideration is being given to that possibility, but I have not heard of any definite plans.

Q. You have not yet made any provision with regard to those plans?—A. No.

Mr. CROLL: As a matter of fact, the immigration department has offices in practically every country in the world at the moment, with the exception of Roumania and Bulgaria?

The WITNESS: I think the department has a team travelling around, but I do not think they have any settled office as yet.

Mr. FLEMING: There are no settled offices as yet. I believe there is just a travelling team.

Mr. CROLL: I think you will find the department has established offices in practically all places except Roumania and Bulgaria.

By Mr. Jackman:

Q. Is there not a separate immigration office in London?—A. Yes, which works along with Canada House. There is a senior immigration officer in London who has jurisdiction over all Europe.

Q. Is he part of the diplomatic staff at Canada House?—A. I do not think he is. He comes under general jurisdiction as part of the High Commissioner in London. The general principle is that the chief of a high commissioner's office in the commonwealth countries, or of the diplomatic offices elsewhere, have general supervisory powers over any Canadian government official in the country. This does not mean that officials' day-to-day activities are directed, but there is general supervisory control whether he is technically connected with the mission or not.

By Mr. Jaques:

Q. Has there been any change in the immigration staff in London? When I was in London three years ago, I met the superintendent of immigration there. I had to see him with regard to my return to Canada. He had his office on Piccadilly at the corner of Sackville Street, and I was wondering whether the same man was there.—A. I am afraid I do not know that. Such information would have to come from the immigration branch.

Mr. COTE: Did you have trouble with him?

Mr. JAUQUES: No, on the contrary, I found him most obliging. I was hoping he was still on his job, that is all.

By Mr. Croll:

Q. Are there any representatives of the Department of Labour in any of these embassies?—A. No, I think there is one other official whom I have not mentioned. There is a representative of the Department of Finance in Washington.

By Mr. Fleming:

Q. I was not clear as to the completion of Mr. Matthews' answer to the question Mr. Graydon asked about the representation in India. I understood from his answer the figure of \$400,000 under the heading, "Miscellaneous new offices", would provide for any building required, but what about the salary and allowances for the commissioner and his staff?—A. No, the provision for building and furnishings is the one immediately following that, \$200,000, to build or purchase premises.

Q. The item, "new offices" has nothing to do with the building at all, it is simply a residuary item available for the opening of new legations?—A. Yes.

Q. Or high commissioners' offices in places where there are no such establishments at the present time?—A. That is the purpose of that item.

Q. How is the item of \$400,000 made up?—A. Where estimates are being prepared you have a general idea of what plans are being considered for the opening of new embassies. You have to just take a sum which will cover that. We will have to conduct another survey of the whole situation for the supplementary estimates because, by now, I may be advised that there will be more offices opened before the end of this fiscal year than we anticipated in November.

Q. How was the item of \$400,000 made up at the time you estimated it? If you have not got the details for it now, Mr. Matthews, we are quite content to have you bring them to the next meeting.—A. The only way that item would be made up—you would know that, there would be under consideration, the opening of the high commissioner's office at New Delhi as well as missions in the various parts of Europe, such as Czechoslovakia, Poland, Sweden and Switzerland. It is not an exact method of computation at all. You would decide, probably half of those offices will be opened at the beginning of the fiscal year and the remaining half about half-way through the year. The approximate amount you would need for a new mission of the size you would have in any particular country may be \$60,000, \$70,000 or \$80,000. You would just take a round sum and put it in with the idea it would be better to underestimate rather than overestimate because you would have a clearer picture of the requirements by the time the supplementary estimates came down.

Q. I do not want to be unfair, but it strikes me that is altogether too vague or nebulous a method of estimating. Apparently, when this estimate was made the department did not know what new offices were going to be opened or what time of year they were going to be opened, or how much was going to be allotted for each office. This does not seem to be a satisfactory method of estimating any amount. I quite appreciate that, in matters of this kind, you cannot get down to a very close figure, but I should think in arriving at a substantial figure such as \$400,000, some consideration must have been given to the amount required for each of the offices which the department contemplated opening and that there would be some allowance for each. There should be some breakdown of items as large as that. Surely the department is not just taking an item like \$400,000 out of the air and saying, "We had better have that as a reserve amount in case we open up an office here or there"?—A. No definite decision had been taken last November as to exactly which of the new offices would be opened or the actual timing of them. It was known we had commitments to open offices in various places. The main consideration in determining the timing of the opening would be when you could provide some kind of staff for the office. You cannot make an exact estimate on that type of

thing. As I say, we are trying to keep that figure down in the main estimates which have to be prepared a long time in advance of when we know the amount which will be required during the year, because the only thing we know is that five or six offices may be opened.

Q. When was this estimate prepared?—A. In November.

Q. Has the situation clarified now so it is possible to give a more detailed explanation?—A. What is happening right at the present time is that the department is preparing as detailed an estimate as possible of the requirements of each of the offices which have already been opened. These requirements are being charged against that \$400,000 to see how much may be required for the five offices. We will then have to go to our minister and get him to give us an opinion as to what, if any, offices may be opened between now and next April. Based on his decision on that we will have to add another round sum to our amount required for offices that may still be opened, in determining whether or not we should submit an amount in the supplementary estimates for the purpose.

Q. That step, by way of reviewing the rough estimate of last November has not yet been taken?—A. Just yesterday we received a request for details on any supplementary estimates which might be required, so that step is beginning to-day.

By Mr. Cote:

Q. If I understand you correctly, in the supplementary estimates there will be some clarification of the amount which is already in these estimates?—A. No, it has not been the practice to break that down further. The details of how we are allocating that may be given very easily.

Q. In the supplementary estimates?—A. In an explanation of your supplementary estimates, yes.

Q. This is the minimum amount which would probably be required?—A. Yes, I think probably there will have to be a supplementary estimate for that purpose.

By Mr. Croll:

Q. Until such time as we have opened all the offices we desire to open, this sort of thing will continue?—A. Yes.

Q. You are planning for the same thing in the future?—A. Yes.

By Mr. Graydon:

Q. May I ask a question concerning an article which appeared in the press? There was a report in the press that Jean Desy who, I think it is generally accepted by all, has been doing such a good job in Brazil, was about to leave his post at Rio de Janeiro. It was also stated that a diplomatic mission for Canada was to be established in Italy again. How far has that developed? I suppose that cannot develop until such time as the peace treaty between Canada and Italy is signed. What is the situation now, as between Italy and Canada, on the diplomatic level?

Mr. COTE: Mr. Chairman, I do not want to interrupt, but I think that is a question which should be asked either of the minister or the Under Secretary of State for External Affairs. It is a matter of policy more than a matter of expense. I do not think it is fair to ask Mr. Matthews to make statements in regard to the actual situation.

By Mr. Graydon:

Q. All I am interested in is the fact that we are dealing with the miscellaneous item of \$400,000 for prospective missions. Now, all I want to know is whether in that figure any provision is made for the opening of an Italian embassy. I do not care whether the witness answers the question or not. Our peace treaty with Italy has not been signed, but there was a report in the press

that Jean Desy from Brazil was to be transferred from the Brazilian embassy to a new Italian one when the peace treaties were signed.—A. Any decision about opening or not opening a new mission is the decision of the government. I do not think I can answer that question.

Q. In other words, the decision has not been made; if it had been made you would know about it?—A. Yes.

By Mr. Coldwell:

Q. We have a list of consulates and vice-consulates; is this a complete list?—A. That is a complete list. The officers in New York and Portugal are the complete list of the consulates that are staffed by Canadian External Affairs personnel. There are consulates in Sao Paulo, Brazil, and Caracas, Venezuela, where all the staff are commercial intelligence service staff and they are given consular rank; the intention being that if straight consular as opposed to commercial work occurs we would send a member of our staff.

Mr. CROLL: On the other page there is mention of Portland, Maine.

Mr. COLDWELL: That is in Maine.

Q. I notice we have nobody in the United States on the Pacific coast.

Mr. CROLL: Oh, you were referring to the Pacific coast?

By Mr. Coldwell:

Q. We have some trade commissioners there, have we not?—A. In Los Angeles, yes.

Q. The trade commissioner—that is the one I am thinking of—the trade commissioner in Los Angeles has no status as a consul or vice-consul?—A. No.

Q. I know that when I was in Los Angeles I met a number of Canadians and they asked me to bring, on some appropriate occasion, the matter to the attention of the House because they felt that with the large number of Canadians on the Pacific coast—and at that time there were many people going from the east to Los Angeles and San Francisco—it would be useful to have either a vice-consul or someone with official status there to look after the needs of Canadians who were in that area. I notice that we have nobody there. I am not asking you this question because it is not in your department. Later I shall ask Mr. Pearson what consideration will be given to this matter. However, I thought I would ask if we had a complete list here.

By Mr. MacInnis:

Q. Sweden and Denmark are not included in this list.—A. We have appointed charge d'affaires in Sweden but we have not got a large staff there. Any expenses in connection with Sweden at the moment are being charged to the appropriation for new offices. Denmark is put with Norway on the appropriations, the minister to Norway being accredited to Denmark.

The CHAIRMAN: Gentlemen, Mr. Pearson is here now. Mr. Matthews will remain with us. We will continue until 12.30. Shall I call Mr. Pearson now?

Mr. JACKMAN: May I ask Mr. Matthews a further question with regard to exchange rates, and whether they come under his supervision? Do we find that we get fair treatment in the exchange of our Canadian dollars or whatever funds we use to buy the currencies of countries in which we have embassies established—for instance, Russia? I understand that they have one rate of exchange for rubles for foreigners which is quite different from the ordinary commercial rate of exchange. Is there any discrimination against us?

The WITNESS: They give a special rate for funds required by diplomatic missions which is far more favourable than the commercial rate. The commercial rate is five to the U.S. dollar and the rate for diplomatic purposes is twelve to the U.S. dollar.

Mr. JACKMAN: So it is in our favour rather than against us?

The WITNESS: Yes.

Mr. CROLL: It is not discrimination if it is in our favour.

The CHAIRMAN: We will now call on Mr. Pearson.

Lester B. Pearson, Under Secretary of State for External Affairs, recalled:

By Mr. Coldwell:

Q. Perhaps you can answer, Mr. Pearson, the question I asked with respect to representation on the Pacific coast, just to clear that matter up. I refer to consular or vice-consular representation in a particularly important place like Los Angeles.—A. We have no representation of any kind from External Affairs on the Pacific coast—no consular representation. As I think Mr. Matthews mentioned, there is however still a trade commissioner in Los Angeles. The Department of Trade and Commerce are, I believe, considering the closing of that office. If that were done there would be no Canadian official of any kind on the Pacific coast. I was in Los Angeles some time ago, and the mayor of that city was lamenting the fact that out of a consular corps of thirty or so there was no Canadian. On all official occasions the Canadian people were represented by the trade commissioner, who was at the bottom of the protocol list—whatever that may mean—yet the people there of Canadian origin were second in number to the Mexicans. I think he said there were 200,000 or 300,000 Canadians in Los Angeles county.

By Mr. Croll:

Q. Why do we not recognize that fact and have some representative there?—A. That, of course, is a matter of government policy. Possibly it would be appropriate for me to say that the department for many years has been planning for the establishment of a Canadian consular service. Before the war, plans had been drawn up for that purpose, but the war came along and those plans had to be shelved. Our consular service, however, did begin during the war. It happened that the first Canadian consul was appointed not to New York or Los Angeles or some large city like that but to a place called Ivigtut in Greenland. That arose out of the emergencies of the war. When Denmark was overrun we discovered to our surprise that one of the most important spots on the map as far as the war industry was concerned was Ivigtut, where cryolite comes from, which is indispensable to the manufacture of aluminum.

By Mr. Graydon:

Q. Who made the appointment?—A. External Affairs.

Q. Who was appointed?—A. Mr. Kirkwood.

Q. I thought he was. He came from the county of Peel.—A. We did not leave him there very long.

Q. He did the work so fast he did not have to be left there long.—A. Since that time we have appointed other consuls. We are now preparing plans for the establishment of a Canadian consular service in the United States. We have a Consular Division in the department which is working out these plans, and we have an official of the department who is at present visiting the British consulates in the United States to see how they operate and what proportion of their work is Canadian work. He will report on the whole situation when he comes back next month.

By Mr. Jackman:

Q. How do you tie in with the Department of Trade and Commerce with respect to these consular services?—A. The trade commissioners in certain capitals are given consular status. The Canadian Trade Commissioner in Caracas, Venezuela, is Canadian consul as well as trade commissioner, and the Trade Commissioner in Lisbon is Canadian consul as well as trade commissioner. When a trade commissioner is operating in a dual capacity he is responsible both to the Department of Trade and Commerce and to the Department of External Affairs—Trade and Commerce in regard to trade work and External Affairs in regard to consular work. The two departments work closely together.

Q. I should like to make a suggestion following up the remark made by Mr. Coldwell concerning Los Angeles. In Guatemala City the trade commissioner there is working under a severe handicap by reason of the fact that he is known as the commissioner. A commissioner in Latin American countries is regarded as a person who opens the door of a motor car or does some similar work. He is not understood to be an appointee of a government; I think the Guatemala appointment is the only one of its kind in Central America, and Mr. Birkett who is there finds himself at a considerable disadvantage in not having any status which is recognized in those Latin American countries. I should think that if you consider appointing any more consuls you should give consideration to such a case as that.—A. The department will be very glad to give consideration to that and similar situations. Of course, we have to do this with the Department of Trade and Commerce. A Central American post—such as the one at Guatemala—might be a suitable one for translation into a consular post, and we shall be glad to take that matter up with the Department of Trade and Commerce.

By Mr. Coldwell:

Q. I presume that you will have to have increased expenses if you wanted to take such consular activities?—A. Where a trade commissioner becomes a consul the increased expenditure is nominal because he is the same person and he has the same office. When we open new consulate posts we will require large appropriations.

Mr. COLDWELL: I think the committee should understand that.

Mr. JACKMAN: There are certain economies in the running of the office because once you get diplomatic status as consul you have certain privileges which the trade commissioners do not get.

Mr. GRAYDON: What about the western cities: have we any representation in Chicago?

The WITNESS: The Department of Trade and Commerce have a trade commissioner in Chicago, and it is contemplated that when we establish consular service in the United States this office will become a consulate.

By Mr. Cote:

Q. Is it possible for Mr. Pearson to tell us if the department is contemplating the policy of appointing Canadian consuls at points where we used to be served, for instance, by the British officers?—A. Yes; it is contemplated that the work done for Canada in the United States which has been so well done and so willingly done over many years by the British consuls—it may be that the time has come when we should take over that work ourselves. The fact that the head of our Consular Division is in the United States now surveying that situation, is an indication that the government are contemplating such a change. I think myself—it is only a personal view—that it is inappropriate for our department to ask the United Kingdom government through their consuls in

the United States to do Canadian work. However, they have always done that work efficiently and willingly and I am hopeful that when we have consular offices in United States cities where there is no United Kingdom consul that we may be able to reciprocate and to help them.

Mr. COLDWELL: How did you get away with an expenditure of \$800 in Maine?

The WITNESS: He is an honorary consul and gets no salary; he gets an honorarium.

The CHAIRMAN: Gentlemen, I believe it will be in order now to call item 41 of the External Affairs estimates. It is on page 8.

Mr. BEAUDOIN: Is this the place to ask whether the department bought that house in New York or not?

The CHAIRMAN: I believe it will be in order for Mr. Pearson to make a statement in that regard.

Mr. CROLL: Does Mr. Pearson want to cover the matter concerning the house again?

The WITNESS: The house in Washington? As far as I am concerned I am quite satisfied with the discussion we had at the last meeting.

Mr. CROLL: Let us leave it at that.

Mr. GRAYDON: The question was asked as to whether the house had been bought. I understand there was a dead-line a week ago Saturday. However, some felt that it was a slightly offensive question from the political point of view and that I should ask the minister rather than in any way involve members of the department. I should like the Under-Secretary of State for External Affairs to feel free to answer if he feels there was nothing in that question that would involve him or the department.

The WITNESS: I should be glad to answer any question I can so far as the house is concerned. May I say that from our viewpoint the meeting we held here was helpful. I reported to the minister, but it was not possible to get any further action in the East Block at the time, so I asked Mr. Wrong if he could secure an extension. He has secured an extension for a few days, giving the government a little more time to come to a decision. I am hopeful that the decision will be made to-day and that it will be possible to tell Mr. Wrong this evening that he can go ahead with the purchase of the house; but I am not sure.

Mr. GRAYDON: You take a rather optimistic view.

Mr. CROLL: So do we.

Mr. GRAYDON: I would expect that.

Mr. CROLL: I would be disappointed if there is no decision.

The CHAIRMAN: We will ask Mr. Pearson to proceed.

The WITNESS: I think the item the committee might like me to discuss is that which provides a vote concerning the Information Division of the Department. This matter came up, I believe, when I was in New York, and I think it was suggested that when I returned I might say a few words about the plans of the department regarding information activities and answer any questions that I could on this matter. I do not suppose it is necessary for me to say anything about the importance of information work abroad. Nearly every Foreign Office in the world now has an information division or an information section. It has become customary for the external information work of a government to be centred in the foreign office—more customary than it used to be. During the war, you will remember, many governments had their own separate information services, sometimes under the control of a separate

minister. Since the war there has been a tendency toward the amalgamation of the separate information departments with the foreign offices. That is true in Washington and it is true in London. We feel in the department that external information work is a legitimate function of the department.

In a sense every representative of the department abroad from ambassador to the third secretary is an information officer. But in another sense there is room for specialized information officers; men who have been recruited for a particular purpose and who have some knowledge of and experience in information work.

The importance of that work is not merely that it projects Canada abroad, and tells foreign peoples about our achievements; but it is also important from the point of view of trade promotion. That is one of the most important aspects of information work abroad; to provide a background for the promotion of trade. The more foreigners know about our country, the more likely they are, if the information is the right kind of information—in the case of Canada it always is—to trade with our country. It is also important—

Mr. GRAYDON: Has the Department of Trade and Commerce a special information service?

The WITNESS: No, they have not any special external information service. They have, I think, an information division for the Department of Trade and Commerce; but the information work of the Department of Trade and Commerce abroad—is done through their Trade Commissioner officers and our legations, embassies and consulates. The co-ordination of that work at this end is through the interdepartmental committee on which both Trade and Commerce and External Affairs, and other agencies of the country concerned with information, are represented. We work closely with Trade and Commerce in this field.

Before last February—I think it was February—there was, as you know, a Canadian Information Service. It was not responsible to External Affairs in any way, though it worked closely with External Affairs. At that time there was also an information section in the department. As the result of a government decision taken, I think, in February, the Canadian Information Service went out of existence. Possibly it would be better to say that its external activities were transferred to the Department of External Affairs.

Mr. GRAYDON: What happened to the domestic side?

The WITNESS: The domestic activities dropped. We are concerned in the department now only with external information. We have nothing to do with any internal information service. We have now taken over the Canadian Information Service, and most of its staff including the director, Mr. Andrew. He became head of the information division of the Department. It was not an easy job at first to integrate the former information service into the department, which was the natural place for it to rest.

Mr. GRAYDON: That is a good word.

The WITNESS: From one point of view, it was a marriage of convenience, because the Department was the most convenient place for it to be. So it took a little time to get the Information Service completely integrated into the Department. That integration has now taken place. The information division is an important part of the External Affairs department. Mr. Andrew has done a fine job as head of the division and we are very sorry indeed that he is leaving the government service.

Mr. GRAYDON: When did you get this news?

Mr. CROLL: Now, because he is being frank with you about the possibility of Mr. Andrew leaving the government service—

The WITNESS: Mr. Andrew has resigned from the department.

Mr. COLDWELL: Can you tell us why?

The WITNESS: He has resigned from the department because he has been offered and accepted a very attractive post in the University of British Columbia.

(Discussion off the record.)

By Mr. Winkler:

Q. I see the amount here for Canadian information service, totalling \$169,000-odd. The smallest amount is for \$5,200. That is the Australian amount. Would it be possible to ask for a break-down of these figures? I imagine it would be a large undertaking. Would it be possible to break down the small amount of \$5,200 as a sort of yardstick for what would be happening elsewhere?—A. The Australian break-down which I have before me is: temporary assistance \$2,890; printing and stationery \$310; telegraph and telephone \$250; postage \$250; travel and removal \$700; sundries \$800.

Q. Would it be fair to say that would be a general formula of what has occurred all along the way?—A. I have the same kind of break-down for London, and it is roughly in the same proportion.

By Mr. Jackman:

Q. How do you reconcile the total of information service for 1947-1948 estimates of \$169,000 with the item for publicity and information \$241,200?—

A. I wonder if the members of the committee would mind if I leaned heavily on the accounting officers for information in these separate items because I do not know as much about them as they do. Mr. Matthews and Mr. Clark are here.

Q. Do they relate to the same thing, or is there a difference?

Mr. MATTHEWS: The \$169,000 I gave you to-day?

Mr. JACKMAN: Yes.

Mr. MATTHEWS: That is for the amount to be spent abroad under vote 43 for representation abroad. The \$241,000 is part of the fund to be spent in Ottawa included in vote 41. It is a separate fund altogether.

By Mr. Cote:

Q. I would like to ask Mr. Pearson this question with regard to the transfer of the C.I.S. to the External Affairs department: With regard to the amount being spent abroad, does that mean that from now on there will no longer be any service given by Canadian Information Service in Canada?—A. That is right. In this case we have no concern whatever in the department with domestic information but we do, of course, give information on external affairs.

Q. The transfer of C.I.S. into the department, I understand, left no staff or organization where it was before and, therefore, there is no work being carried on with regard to domestic consumption as far as information service is concerned?—A. I think that is right.

By Mr. Jackman:

Q. The total amount spent on information is a combination of the two items \$169,000 and \$241,000 or a total of \$410,000; am I correct in that?—A. The \$169,000 covers work abroad; the departmental administration of information is, I think \$477,144. The total amount of money spent on information in the department and in its operations abroad is \$477,000 plus \$169,000. That is the total appropriation, the total estimates—\$646,550.

By Mr. Cote:

Q. Of course, the difference is involved because of the cost of printing and so forth plus the staff here and plus various incidentals attached to the publications?—A. That is right. Publications in that amount come to \$103,000.

Mr. CROLL: May I help the committee out a bit? I took some figures from *Hansard* that were given by Mr. Claxton when he was the Minister of Health showing the cost of information in other countries last year. Our budget was,

I think, \$640,000. The Netherlands last year spent \$864,000 for the same sort of service; Brazil spent \$2,000,000; Australia spent \$1,419,000; Great Britain spent \$30,588,000; the United States spent \$24,584,000. Those were the figures placed on *Hansard* by Mr. Claxton. I looked them up. I anticipated that a question might arise and I thought it would be interesting for the committee to have those figures before it. The staffs are comparable. I have the staffs here.

By Mr. Graydon:

Q. How many have you in the information division in New York, Mr. Pearson?—A. We have now, in New York, a staff of 8, I believe, and 10 in Washington, which gives us a total of 18 employees in the U.S.A., including stenographers and clerks. The Australian News and Information Bureau has 35 employees in the United States; the Chinese have 40; the French Press and Information Service, the French News Agency, 62, and their Information Service, 64; the British Information Service has 213 employees in the United States and the Netherlands Information Bureau has 25.

Q. How many has the Soviet?—A. The USSR break-down is not so enlightening.

Q. It is not exactly an orthodox one?—A. It is not normal in the sense that the Tass Agency, is an agency of the Soviet Government and has 38 people. The Soviet government also has a good many people in information work who are actually members of their embassies.

Mr. COLDWELL: Leaving aside the Russian representation, to some extent our small representation in the United States would be due to our proximity to the United States and the remoteness of Australia and the Netherlands.

Mr. CROLL: Following that line of thought, I have a note that in Britain the French Information Service has a staff of 12, the Netherlands 17, Australia 21, the United States 53 and the Canadian Information Service 4. Have you any more than four there now?

Mr. COLDWELL: That does not bear out my suggestion, then?

Mr. CROLL: Not in so far as the distances are concerned. What number have we in the information service in France?

The WITNESS: We have two or three people in Paris.

Mr. CROLL: We had four last year, compared with Australia which had 21.

The WITNESS: The situation with regard to distance brought up by Mr. Coldwell is quite true. We are so close to the United States that we have facilities for the exchange of news and information which probably do not exist in the case of Australia which is so far away. On the other hand, you might argue that our relationship to the United States is so very important to us that it is even more important than in the case of Australia that we be accurately known in the United States.

Mr. GRAYDON: We are not very accurately known now in certain quarters. I have letters coming to me and I suppose the other members of the committee do too, containing comments of the same character as one hears on any street in any city in the United States which are to the effect that Canadians pay taxes to the British government. This false impression has concerned a great many of our Canadian people who have written to me and to others, I have no doubt. It seems that matter, along with a number of other things, is agitating the American mind from time to time. Those are the things which our information service might try to correct.

Mr. COLDWELL: I think, to do it, we would have to try to get into the educational institutions, Mr. Graydon. I was addressing a teachers' convention on one occasion in an American city. After I had spoken, I was asked how I

could call Canada a democratic self-governing country when we paid taxes to Great Britain and had to do what the Governor General told us. This question was asked by the principal of a high school in one of the American cities.

By Mr. Cote:

Q. Is not your staff in the information branch also supervising the work of the Tourist Bureau in the United States as well as elsewhere?—A. There is co-operation with the Tourist Bureau, but the Tourist Bureau, I believe, have their own offices.

Q. But is not your staff supervising the work and also acting as a sort of clearing house?—A. That is true of New York.

Q. For the trade and commerce activities?—A. That is quite right, especially in the United States. The ignorance in the United States concerning Canada, to which reference has been made, is appalling. Having lived there for some years and gone around the country making speeches, I am in the same position in which the members of the committee are to appreciate that.

Mr. COTE: They even called Mr. Hepburn the Prime Minister of Canada.

Mr. GRAYDON: Some of you fellows were not so very far away from that yourselves.

Mr. COLDWELL: Mr. Jackman will remember that we once had a police escort in Baltimore because they insisted the Prime Minister of Canada was with us.

The WITNESS: You will appreciate the difficulty our information service has in coping with this situation when you realize we have only two officers in New York and two in Washington. We could do a lot more work in this regard if we had more resources, more employees. At the same time, it is not true to say that only these four offices are information offices. Every Canadian official in the United States is an information officer or should be, and that applies to the most senior as well as to the most junior. The Canadian ambassador, who, through the radio reaches an audience of 15,000,000 people, is acting as an information officer. He has a far better opportunity than a grade 2 clerk of appearing on such a program, and important information work is done by taking advantage of that kind of opportunity.

By Mr. Cote:

Q. Is not your small staff also supervising the distribution of Canadian films as well as supervising the radio broadcasts made on the network in favour of Canada?—A. Our information people abroad, do whatever radio information work has to be done. The film board, has its own representation in New York and Washington.

Mr. JACQUES: Was not the recent chairman of the film board—is he the chairman, president or manager, what is he, Mr. Grierson? Was he not refused admission into the United States this year?

Mr. CROLL: I have heard that statement, but Mr. Grierson is in the United States now. He was never refused admission. There was some report went out to that effect, but that is not true. When I was in New York the last time I made some enquiries. He is in the United States now and carrying on business. I do not think that report is true, Mr. Jacques.

Mr. BEAUDOIN: Did I understand you correctly, Mr. Pearson, in reply to Mr. Coldwell and Mr. Graydon, to state that the ignorance of the American people was appalling—

Mr. GRAYDON: On this point.

Mr. BEAUDOIN: Which point?

Mr. GRAYDON: The point we have been discussing.

The WITNESS: I did not say, I hope, that the ignorance of the American people was appalling. What I meant to say was that the ignorance of the American people about Canadian matters is appalling to a Canadian.

Mr. BEAUDOIN: About what things are they ignorant? Do the people of the United States know there are two important ethnical groups in this country, or do they think we are still a colony or something like that? What is it? I should like to know more about this because, while I knew there might have been an opportunity of informing the American people about Canada, I never thought the situation was as bad as it would seem to be.

By Mr. Winkler:

Q. Just on that point, would you say the American universities were as well posted on Canadian affairs as the Canadian universities are on American affairs?—A. I would say there is no institution in the United States as well posted on Canadian affairs as we are on American affairs. But that is to be expected. In the United States you have 140,000,000 people and what they do has an important immediate effect upon us, but what we are doing does not often immediately impinge on them.

There is another point. We are their good friends. We talk the same language; and appreciate the same things. The American people are therefore inclined to take us for granted, in the the same way that someone from North Dakota takes someone from New York for granted. We often do not make a much greater impact upon the consciousness of the American people than a State in the Union does. Therefore, Americans do not think it necessary to learn as much about us as they should.

I think, however, that the situation is changing, especially in the last year or so. During that time, the United States has become conscious, not only of our contribution to the war, but of our importance in the post-war scheme of things, economically and strategically. The United States is becoming more interested in Canada.

The CHAIRMAN: I think I told the members of the committee that when we went to Flushing Meadows, we were much impressed by the C.B.C. there. We heard a lot of favourable comments from American listeners concerning what was being broadcast. Is there any contact between the C.B.C. and the information service?

The WITNESS: We have an inter-departmental committee on short-wave radio broadcasting. The Information Division works very closely with the C.B.C. but there is no organic connection between the two.

Mr. COLDWELL: Where our C.B.C. news service can reach the American people, I have found they are inclined to listen to our news rather than their own news.

By Mr. Cote:

Q. In the light of your experience in the United States in this regard and also in relation to our tourist trade which is the most important we have between this country and the United States, do you not think we are too shy at promoting ourselves in the United States with this, what I will call trivial amount, of \$169,000? I know it is quite an embarrassing question because the estimates come from your department but I, for one, with the little experience I have had in the field really feel, in this new era, after the war is over and we have to reorient our views with regard to international relations and more particularly in view of the tourist bureau business, feel we may be a little too shy at promoting ourselves in the United States. I do not know how it is possible to do a good job with that small amount of money. I am asking you, in the light

of your experience. If you wish to answer or wish to speak off the record, I should like to ask you to do so. I think your viewpoint is most important.—A. In so far as the tourist business is concerned, of course, it falls under another department. I do not know whether it is really appropriate for me to comment on information policy generally, which is the responsibility of the government, but I think it goes without saying that the relations between Canada and the U.S. are very important, and that anything we can do to increase the knowledge in the United States of Canadian affairs would be useful in maintaining a good understanding. It would also serve as a useful background for trade and for the tourist traffic between the two countries.

Mr. GRAYDON: May I make one suggestion there? This is not altogether a question of information; this is a question of public relations to a large extent, as my good friend Mr. Cote who is an expert on matters of this kind would testify to. There are in the United States, I suppose, a very large number of Canadians. I have no idea how many there are, but they are scattered all over the United States.

Mr. JAUQUES: Do you mean by Canadians, former Canadians?

Mr. GRAYDON: I mean, perhaps, people who have been Canadians and have the interest of Canada at heart. We will not make any great distinction one way or another.

Mr. JAUQUES: In the case of a man who has taken the oath of allegiance to another country I think his interest in his former country is nil.

Mr. GRAYDON: Suppose we admit everything you say and still come to my point. Suppose we take all these people out and still have some people left of the type I am referring to, either hundreds of thousands or millions.

Mr. CROLL: 4,000,000.

Mr. GRAYDON: 4,000,000 people. I would be inclined to think that one good way of handling public relations in the United States would be through whatever organizations the Canadians have down there, or perhaps by encouraging groups of people who are interested in Canada—to help them along on a voluntary basis. It seems to me that we could place in the hands of these people in the United States who are friends of Canada answers to these questions that are being posed all the time by American people; and in doing that we would go a long way toward solving some of our public relations difficulties.

Mr. COTE: Unfortunately, of those 4,000,000 people most of them live in New England states and, therefore, the great majority of the states would not be covered.

Mr. GRAYDON: I understand that. I am not suggesting it as a solution or a substitution for what we are doing; but I am indicating that there is a field there which I think we might use a little more than we are at the present time.

Mr. COTE: My point of view is this: I do not see how we can cope with the requirements of modern times if we are to do a good job between Canada and the United States—I do not see how we can do that job on the basis of the amount being spent. It is impossible.

Mr. GRAYDON: I am not dealing with the amount being spent; I was adding the additional fact that I thought it would be important, because there is nothing that spreads as quickly as the ordinary relationship of the ordinary community. You do not have to advertise on the radio or in newspapers. The same things quickly gain momentum and velocity in the way of circulation through a community. In addition to our work on publicity and extension work I think it is a source that might be tackled because I believe that a large number of these people are very much interested in having in their hands something that they can work on and talk about Canada. It is a suggestion, and I am thinking out loud.

Mr. COTE: I will ask this last question. Mr. Pearson, of course this does not involve any contribution that Canada is bound to make to UNESCO?

The WITNESS: No, it does not cover UNESCO at all.

Mr. JAKES: I would like to mention one other angle. I have had some public experience in the United States. While I have found no Canadian feeling down there or any Canadian propaganda, I have found a tremendous anti-British propaganda, and for my part I cannot separate the two things. I am British enough to tie the two things together. There is in the United States at the present time, and there has been for years, anti-British propaganda.

Mr. COTE: It is not made by Canada.

Mr. JAKES: Oh, no; but it is hard to separate the two.

Mr. CROLL: They separate the two down there.

Mr. JACKMAN: I am questioning—

Mr. JAKES: Mr. Chairman, I made a remark and I wonder if Mr. Pearson would care to comment on what I have said.

The WITNESS: I would be glad to comment on what Mr. Jakes has said, which has some bearing on what Mr. Graydon has said. There is no doubt that there is a great feeling of friendship in the United States for Canada; Canada has, I think, more friends in the United States than any other foreign country has. When I talked about ignorance of Canada I was not referring to ignorance arising out of enmity but ignorance, if I may put it that way, based on friendship; they take us for granted.

Mr. GRAYDON: We stand ace high.

The WITNESS: We do indeed. There are many former Canadians living in the United States who have something to do with that. The difficulty in using them as centres of Canadian information in the United States is first that we have no offices outside of New York and Washington except the two trade commissioner offices. When we have consulates, one of their jobs would be to exploit this Canadian feeling through contacts with Canadians. But that is not going to be easy for the very reason that Canadians when they go to the United States become so completely identified with the American community that they do not form blocs, as European blocs are formed. The very fact that they do not form blocs contributes to the good relations between the two countries.

Mr. GRAYDON: But those individuals have much more influence than if they were established in a bloc?

The WITNESS: Quite so. Wherever one goes he is made aware of the responsible positions in every field of activity held by former Canadians. They seem to do pretty well over there.

As to the anti-British feeling mentioned, there is an instinctive pro-Canadian feeling in the United States and there is an instinctive anti-British feeling in some quarters.

Mr. JACKMAN: And a pro-British feeling too.

The WITNESS: There is, of course, a pro-British feeling as well. The hereditary anti-British feeling in certain sections has, however, often been very vocal.

Mr. JACKMAN: That is where they think we still pay taxes to Great Britain.

The WITNESS: This has an association with our Canadian public relations problem because of the fact that certain sections still believe that we are a British colony. I believe, however, that the anti-British feeling which was mentioned is not nearly as strong as it used to be. That would be my own personal impression.

The CHAIRMAN: Mr. Pearson and Mr. Matthews will probably have to come back for our next meeting on Friday for a discussion of these estimates; but just before we conclude our meeting we have the honour to have sitting in the room this morning a distinguished guest, the Rev. Kwan Sik Kim, General Secretary of the Presbyterian General Assembly in Korea. Mr. Kim in addition to holding other qualifications, is a doctor of divinity and at one time studied theology at Knox College in Toronto and took his M.A. at Princeton University. I will ask Dr. Kim to come to the front and say a few words to the committee.

(Dr. Kim addressed the meeting in private.)

The committee adjourned to meet on Friday, May 30, at 10.30 a.m.

Canada External Affairs, Wednesday
Ottawa, 1947

(SESSION 1947)

(HOUSE OF COMMONS)

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(STANDING COMMITTEE)

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MINUTES OF PROCEEDINGS AND EVIDENCE

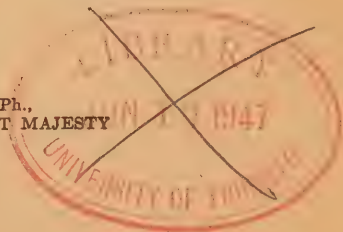
No 8

FRIDAY, MAY 30, 1947

WITNESS

Mr. Lester B. Pearson, Under Secretary of State for External Affairs.

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MINUTES OF PROCEEDINGS

FRIDAY, May 30, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Bradette, Coldwell, Hackett, Isnor, Jaenicke, Kidd, Knowles, Low, MacInnis, MacLean, Marquis, Pinard, Winkler.—(13).

In attendance: Mr. John K. Stearns.

Before proceeding to the consideration of departmental estimates, the Committee definitely agreed to hear General A. G. L. MacNaughton on Thursday, June 5, and Friday, June 6 next, on the Atomic Energy Report, referred to the Committee.

Mr. Lester B. Pearson was recalled and questioned on items 41 and 43—Departmental Administration and Representation Abroad. He was assisted by Mr. W. D. Matthews and Mr. H. F. Clark.

In answer to questions asked at the preceding meeting, Mr. Pearson tabled the following documents:

1. A list of Ambassadors, with dates of appointments, etc.
2. A table showing Non-Canadian diplomatic and non-diplomatic employees in Ottawa of the U.S.S.R. Embassy.

*Ordered,—*That the above tables be printed. (*See Appendices "A" and "B" to this day's evidence*).

Several items of the estimates were allowed to stand for further consideration.

The Committee began the study of Bill 132 dealing with Article 41 of the Charter of the United Nations which reads as follows:—

Article 41—The Security Council may decide what measures not involving the use of armed force are to be employed to give effect to its decisions, and it may call upon the Members of the United Nations to apply such measures. These may include complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the severance of diplomatic relations.

It was decided to continue the study of this Bill on Tuesday, June 10, on motion of Mr. Marquis.

At 11.15, the Committee adjourned until Thursday, June 5, at 10.30 o'clock a.m.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

MAY 30, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, I will now call the meeting to order. Before we proceed with Mr. Pearson and the estimates, I should like to receive advice from the members of the committee on one matter. As you are aware, next week we are going to have General McNaughton for a meeting on the Atomic Energy report. This will take place Thursday and Friday. I was afraid for a while it would be impossible for General McNaughton to be here on Thursday since he is speaking at Lake Success on Wednesday, but he is taking the plane Wednesday night so as to be here Thursday morning. It should be possible to hold our meeting from 10.30 to 12.30 on Thursday. We expect to sit again on Friday if we do not complete our business on Thursday.

Will the members of the committee agree that two meetings next week will be sufficient? I say that because on Tuesday the radio committee has a very important meeting which makes it impossible for some members to attend this committee. If it is agreed, we will hold two meetings next week on Thursday and Friday.

Mr. COLDWELL: That is agreeable. When are we going to deal with article 41 which was referred to us.

The CHAIRMAN: To-day. You mean this bill?

Mr. COLDWELL: Yes.

The CHAIRMAN: When will we deal with the bill?

Mr. COLDWELL: Yes.

The CHAIRMAN: We will have to refer that to the steering committee.

Mr. COLDWELL: I do not think we should delay any longer than is absolutely necessary.

The CHAIRMAN: That might be the next order of business after we finish with General McNaughton. I will ask Mr. Pearson to continue his evidence.

Mr. COLDWELL: What is the item.

Mr. PEARSON: Are we still on the information service item?

The CHAIRMAN: I believe there were to be some questions answered which were asked in the last meeting. Then, I suppose you will take up item 41. I believe that was the intention.

Mr. PEARSON: I cannot recall, Mr. Chairman, that there were any specific questions which remained open so far as I was concerned. Mr. Fraser, who is not here at the moment, told me at the end of the last meeting he had some further question on this subject. However, he is not here.

Mr. COLDWELL: Let us pass on to something else.

Mr. PEARSON: There were some questions arising out of Mr. Matthews' discussion previously. I do not know whether he would like to deal with them now or I can deal with them with him.

The CHAIRMAN: I believe it would be in order now to call item 41 which will throw open the administration field for discussion.

Mr. COLDWELL: We discussed a number of departmental items earlier.

Mr. PEARSON: In connection with item 43, Mr. Chairman, in the previous discussions a question was asked about the dates of departure of heads of missions and the dates of appointment of their successors. I think it was Mr. Graydon who wanted that information. We have secured that information and I have it before me. It shows when an ambassador or minister left his post for a new post and when his successor was appointed as well as when he reached his new post.

Mr. COLDWELL: Could that not go into the record?

The CHAIRMAN: Is it agreed this go into the record as an appendix?
Agreed.

Mr. PEARSON: There was also a question asked Mr. Matthews concerning the non-Canadian diplomatic and non-diplomatic employees in Ottawa in the USSR embassy. I have that information here. It shows that the diplomatic employees in the USSR embassy numbered ten males. The non-diplomatic employees, those who are not entitled to diplomatic immunities or privileges, number sixteen men and three women, divided between the embassy proper, the military attache's office, the commercial counsellor's office, the Tass News Agency and the Soviet Film Agency. This makes a total personnel of 26 men and 3 women, twenty-nine people.

Mr. COLDWELL: That could go into the record as well.

Mr. KNOWLES: That does not include household servants?

Mr. MATTHEWS: That is all the Russians there are in the list of employees. So far as we know they had no Canadian servants, so we assume this must include servants.

The CHAIRMAN: Is it agreed that this be put in the record as an appendix?
Agreed.

Mr. KNOWLES: Mr. Chairman, our total personnel including both Canadians and Russians in Moscow would be pretty close to that figure, would it not?

Mr. MATTHEWS: We have ten Canadians there at the moment and eight people engaged locally as members of the staff. We have no record of what servants our people may have because they employ them personally and pay them personally. Therefore, we have 18 on the government payroll. Probably there would be several other servants employed which would bring it up to about twenty-five.

Mr. MACINNIS: Did you say ten of those were Canadians from Canada?

Mr. MATTHEWS: Yes.

Mr. MACINNIS: And eight people were locally engaged?

Mr. MATTHEWS: Yes.

Mr. COLDWELL: They would be of Russian nationality?

Mr. MATTHEWS: Yes, and I think there is one Greek.

Mr. KNOWLES: There is a chauffeur, a couple of messengers and an interpreter?

Mr. MATTHEWS: Yes, a furnace man and janitor.

Mr. KNOWLES: So, the staffs are about comparable. Mr. Chairman, I had to leave the meeting last week to attend another committee so if I ask a question which was asked before, you can let me know. What progress is being made in the matter of filling the post of ambassador to Russia? What are the reasons for the delay?

Mr. PEARSON: There has not been a very great delay up to the present, Mr. Chairman. Mr. Wilgress left his post in March, I think, of this year.

It was towards the end of March or the beginning of April. Since that time the government has been giving consideration to a replacement. While there is no ambassador in Moscow at the present time, there is a chargé d'affaires. I believe there are two other secretaries who are carrying on the normal sort of diplomatic work of the embassy in Moscow in the absence of the ambassador. Of course, I am not in a position, myself, to say anything about the appointment of a successor. All I know is the matter is being given consideration.

Mr. COLDWELL: It must be almost a year since Mr. Wilgress left Moscow?

Mr. PEARSON: It is quite true during the last year Mr. Wilgress has been away from Moscow attending international conferences. This is a practice which the USSR people themselves understand because they have used their ambassadors in foreign posts, notably in Washington, for international conferences in exactly the same way. Their ambassador, at one stage, was away from Washington for nearly a year. I am not suggesting that as a reason why we should follow the same policy.

Mr. KNOWLES: The Russians have now made the former ambassador a permanent representative to the United Nations and replaced him at Washington.

Mr. PEARSON: That is right.

Mr. KNOWLES: I realize it is not a matter for the Under Secretary of State, perhaps even to report upon, but it does seem to me the importance of relations between our country and the Soviet Union would dictate the desirability of that appointment being made as soon as possible. Situations can develop which make it rather embarrassing for a person whose rank is only that of Chargé d'Affaires to have to deal with the foreign minister in Moscow.

Mr. PEARSON: There were a great many detailed questions which were asked at the previous session, smaller points of detail. I do not know whether the committee would care, Mr. Chairman, to go on to item 41.

Mr. COLDWELL: I think we should go on and let those who asked the detailed questions follow up the matter. Many of them are not here this morning. I believe we should take up these things in which the rest of us are interested.

Mr. PEARSON: Item 41 with which we were dealing last week, departmental administration, included a discussion of the information work of the department. So far as I am concerned I have nothing to add to what I said last week. If there are any further questions, of course, which might have arisen out of that discussion, I would be glad to try and answer them. As I mentioned, Mr. Fraser did say he wished to bring up some questions but he is not here.

Mr. COLDWELL: I think we spent most of the morning on that so I think we are pretty well through with it.

Mr. PEARSON: I have not any special points to bring up under this item, unless there are questions any member of the committee cares to raise which I will try to answer.

Mr. COLDWELL: I was going to ask you how we are getting along with filling our posts in the various embassies, legations and so on, with people who can speak the language of the various countries to which they may be accredited. For a time, I believe in South America, we were short of people who were familiar with the Spanish language. Then, there is Japan. I suppose as soon as the peace treaty is signed, we will be doing something about that.

Mr. PEARSON: On that point, we are really rather fortunate in respect to the ability of our representatives abroad to speak the language of the country to which they are accredited. I think this is a very important advantage. In South America our ambassador in the Argentine is fluent in Spanish and makes all his speeches in Spanish. That is Mr. Chipman. Our Ambassador to

Brazil is fluent in Portuguese. He speaks it like a native. Our ambassador to Peru is as fluent in Spanish almost as he is in English. Our ambassador to Chile has only reached there recently and he is working very hard at Spanish. He will be able to conduct business in Spanish very shortly. Our ambassador designate to Mexico will be able to conduct affairs in Spanish by the time he gets there. Our representative in Tokyo, we have not an embassy or a legation there but we have a representative, is one of the outstanding Japanese scholars on this continent. He speaks Japanese colloquially.

Mr. MACINNIS: Who is he?

Mr. PEARSON: Mr. Herbert Norman. Our Chargé d'Affaires in the USSR is fluent in Russian and has occasionally acted as interpreter between the Russian Foreign Office people and British and American people.

Mr. COLDWELL: I wonder how Mr. Davis will get along in Chinese. He is quite fluent in English, I remember from political conflicts with him in Saskatchewan.

Mr. PEARSON: I think the Chinese office would be rather surprised if any member spoke to them in their own language.

Mr. COLDWELL: I was not thinking so much of the top people as of the people who go from your department.

Mr. PEARSON: We give instructions to those people to learn the language of the country to which they are going as quickly as possible. We try to give them as much notice as possible of the country to which they are going so they will be able to learn the language. We assume, of course, they are all able to speak French as well as English in any post.

The CHAIRMAN: Are there any other questions? We can deal with the other items. This is almost a general discussion on any subject.

Will item 41 carry?

Carried.

I think those are all the items with which we can deal now. Mr. Graydon was asking some questions, but he is not here this morning. If the committee will wait for a few minutes we will try to find Mr. Graydon to give him an opportunity to finish his questioning.

Mr. COLDWELL: Mr. Graydon is away to-day. Is it item 42 on which you are now?

Mr. MATTHEWS: I think it was item 43, representation abroad, in which Mr. Graydon was interested.

The CHAIRMAN: In connection with item 42, it was our intention to bring some officials from the immigration department here.

Mr. COLDWELL: We could let that stand.

The CHAIRMAN: We can let item 42 stand. I think those are all the matters with which we can deal this morning.

Mr. COLDWELL: Could we not go on to something else.

The CHAIRMAN: We might start Bill F. Would you be ready, Mr. Pearson, to discuss that bill?

Mr. PEARSON: I did not expect to discuss it this morning, but there is no reason why, if the committee desires, that I cannot do what I can to help them in the consideration of this bill.

The CHAIRMAN: Bill F is a bill respecting article 41 of the charter of the United Nations. Section 2 deals with the powers of the Governor in Council and commences,

"When, in pursuance of article 41 of the charter of the United Nations—
etc."

Mr. Low: Mr. Chairman, I think some questions were raised in the House the other day regarding this bill which the minister intended to answer. I understood that he had intended to come before the committee himself. For example, there was the question of whether the terms of this bill might run foul of provincial powers, and I think Mr. St. Laurent was going to clarify that matter before the committee. Would it be wise, under the circumstances, to begin a study of this bill until such time as the minister has had a chance to make his statement in clarification of the questions which were asked?

Mr. JEANICKE: This is purely an International Affairs matter and I do not see how it can interfere with the provincial authority.

Mr. COLDWELL: I was wondering if Mr. Pearson could have the legal adviser who is responsible for advising the delegation, Mr. Hopkins, to come here? I wonder if Mr. Hopkins is around to-day?

Mr. PEARSON: Unfortunately, Mr. Hopkins had to leave the city to go to Quebec to attend a meeting of the Canadian Institute of International Affairs. If there are any questions in connection with this bill that I could attempt to answer I shall be glad to do so. I think the bill is a fairly simple one. It arises out of article 41 of the charter of the United Nations which provides for economic sanctions, measures falling short of the use of force. Action recommended by the United Nations which will involve the use of force is covered by other sections of the charter, and our obligations in that respect are pretty definite, and it may be that domestic action will be required at some time in the future to implement that. The economic action envisaged in the charter would, of course, require domestic action by the members to enable them to fulfil their obligations under that article. It may mean interference with trade; it may mean interference with exports; it may mean interference with a variety of things: and this bill, as you know, is destined to give the parliament of Canada the power to carry out obligations in respect of the imposition of economic sanctions which parliament and the government have already accepted by the acceptance of the United Nations charter. In other words, it is implementing legislation. The acceptance of this obligation, or the acceptance of this charter constitutes, of course, an international obligation for Canada by which we are bound. It remains for us—the people and the parliament and the government—to decide how we will implement that obligation. So far as the international aspect of the matter is concerned the obligation is clear, irrespective of all constitutional difficulties at home.

Mr. COLDWELL: Nowhere in the charter is it contemplated that any action we may take under any of these clauses may interfere with domestic jurisdiction. I mean that we are still free within our own borders to do whatever we wish. In fact, it definitely excludes interference with such things as immigration, citizenship and so on. So we are safe, I should say, as far as provincial rights are concerned, because in no aspect of the charter is it contemplated that domestic affairs will be interfered with by any section of the charter.

Mr. Low: I would like to have a specific case. Could we have a suppositious case and follow it through, showing how the bill applies?

Mr. JAENICKE: There is suspension of export and import trade in the country. That is one thing I can think of as being covered by economic sanctions.

Mr. Low: That is against the country.

Mr. PEARSON: I can visualize under this section of the charter at some time in the future the United Nations taking action against an aggressor, but not punitive action in the sense of certain force against the aggressor—an economic action cutting off all trade, as indeed the League of Nations in a sense attempted to do before the war. Now, the interference with export trade between Canada and an aggressor would require domestic action on the part

of the parliament of Canada; but without implementing legislation of this kind parliament might not—I am not a constitutional authority, and I may be wrong—parliament might not have authority to take that action.

Mr. KNOWLES: On this point I will go 90 per cent of the way with Mr. Pearson, but I do not think the bill seeks to give any power to the parliament of Canada that we do not already have or are not already obligated to by our signature to the charter. The bill is an Act of parliament giving power to the Governor in Council. It seems to me that Mr. Pearson is absolutely right in calling our attention to the fact that article 41 is already in the charter, and we have signed the charter and approved it unanimously in both houses of parliament; and by that signature, among other things, we have agreed to article 25, which says that members—and Canada is now a member—agree to accept the decisions of the security council according to the present charter, and all this bill does is to provide the machinery whereby Canada or any other member prefers to carry out that undertaking, and the machinery is to the effect that we give certain powers to the Governor in Council.

Mr. MACINNIS: Mr. Chairman, I was not in the chamber when this Bill was discussed the other evening, but I understand that there was some difference of opinion on the bill. I think we should not proceed with the bill to-day without some further notice that this bill is a subject-matter for consideration by the committee. If we deal with it to-day we may have to go over the same ground again when some other members of the committee, who are absent to-day, will be present.

Mr. Low: Mr. Chairman, I rather think that is true.

Mr. HACKETT: I would like to ask Mr. Pearson a question before the chairman rules on the suggestion that has been made. Is there any question of the authority or power of the government to take the action which was taken and later rescinded with regard to sanctions on oil in Italy some time before the war? I think you will remember, Mr. Pearson, that there was an incident there, and I am merely asking if the power of Canada to apply sanctions was at any time questioned by the government?

Mr. PEARSON: I cannot recollect that aspect of the question. I recall the incident very well because I happened to be in Geneva at the time, but I was probably more preoccupied with the Geneva side of the matter than with the Ottawa side to recall whether there was any questioning of the authority of the government to take the action required. That is as regards interference with exports to Italy.

Mr. HACKETT: Were the powers of the government exercised at that time exclusively by order in council?

Mr. PEARSON: I shall be glad to look into that question and see whether that particular aspect arose at that time. Certainly this Act is designed to make it quite clear that the government will have that power.

The CHAIRMAN: I believe hat the point taken by Mr. MacInnis is a good one. As Mr. Low mentioned earlier, some questions were asked in the House of Commons, so we may have to delay discussion of this matter for the time and hold a special meeting on it.

I wonder when it would be convenient for the committee to discuss this bill?

Mr. Low: I think one of the law officers, probably Mr. Hopkins, should be here.

Mr. PEARSON: We will have him here for the meeting.

The CHAIRMAN: I mentioned before that we are going to have General MacNaughton before the committee on Thursday and Friday, so we will have to discuss this bill after we have finished with General MacNaughton.

Mr. KNOWLES: Is there any urgency in connection with this bill?

The CHAIRMAN: No.

Mr. KNOWLES: There is not the same urgency as there was with regard to the refugee matter?

Mr. Low: I spoke with Mr. St. Laurent about this and he said there was not any urgency, chiefly because the Security Council had not as yet made any regulations.

(Discussion followed with regard to date of meeting.)

Mr. MARQUIS: I move that we discuss this matter on June 10.

Carried.

Mr. COLDWELL: I move that we adjourn.

The committee adjourned to meet on Thursday, June 5, at 10.30 a.m.

APPENDIX A

Post	NAME	DATE OF DEPARTURE	DATE AND COUNTRY OF NEW APPOINTMENT	NAME AND DATE OF APPOINTMENT OF SUCCESSOR
Argentina.....	Turgeon, W. F. A.....	1 February 1944.....	23 August 1946—Belgium.....	Chipman, W. F. 22 August 1945
South Africa.....	Burchell, C. J.....	10 August, 1945.....	Retired.....	McGreer, E. D....24 October, 1946
Chile.....	Chipman, W. F.....	21 August, 1945.....	22 August, 1945—Argentina.....	Elliott, F..... 1 December, 1946
Ireland.....	Kearney, J. D.....	19 November, 1945.....	Norway and Denmark—20 November, 1945.....	Mahoney, M. M. 28 November, 1945
	Mahoney, M.M.....	5 May, 1946.....	Deceased.....	Turgeon, W. F. A..... 24 October, 1946
New Zealand.....	Riddell, W. A.....	19 May, 1946.....	Retired.....	Rive, A..... 1 June, 1946
London.....	Massey, C. V.....	23 May, 1946.....	Retired.....	Robertson, N. A..... 17 September, 1946
Australia.....	Davis, T. C.....	29 May, 1946.....	24 October, 1946—China.....	Greene, K. A....15 April, 1947
Belgium and Luxembourg.....	Turgeon, W. F. A.....	23 August, 1946.....	24 October, 1946—Ireland.....	Dore, V..... 8 November, 1946
United States.....	Pearson, L. B.....	17 September, 1946.....	17 September, 1946—Ottawa.....	Wrong, H. H..... 17 September, 1946
China.....	Odum, Maj. Gen. V. W.....	30 September, 1946.....	On Leave.....	Davis, T. C..... 24 October, 1946
Peru.....	Laureys, H.....	30 November, 1946.....	2 April, 1947—Norway and Denmark ..	Strong, J. A..... 9 May, 1947
Norway & Denmark.....	Kearney, J. D.....	6 February, 1947.....	1 March, 1947—India ..	Laureys, H..... 2 April, 1947
Mexico.....	Keenleyside, H. L.....	15 March, 1947.....	Transferred Mines and Resources.....	Pierce, S. D..... Nominated

APPENDIX B

May 28, 1947.

Non-Canadian diplomatic and non-diplomatic employees in Ottawa
 (Not including Consular personnel)

*U.S.S.R. Embassy**Diplomatic**Male**Female*

10

Non-Diplomatic

Embassy 11

3

Military Attaché's Office 2

Commercial Counsellor's Office 1

Tass Agency 1

Representative of "Sovexportfilm".. 1

26

3

29

SESSION 1947

HOUSE OF COMMONS

Government
Publications

STANDING COMMITTEE

ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 9

REPORT OF ATOMIC ENERGY COMMISSION TO THE
SECURITY COUNCIL OF THE UNITED NATIONS

THURSDAY, JUNE 5, 1947

FRIDAY, JUNE 6, 1947

WITNESS:

General A. G. L. McNaughton, Canadian Delegate to the Atomic Energy
Commission of the United Nations.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947

MINUTES OF PROCEEDINGS

THURSDAY, June 5, 1947.

The Standing Committee on External Affairs met at 4.00 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Boucher, Bradette, Breithaupt, Coldwell, Cote (*Matapedia-Matane*), Fleming, Graydon, Green, Hackett, Jaenicke, Jaques, Kidd, Knowles, Low, MacLean, Raymond (*Beauharnois-Laprairie*), Reid, Winkler. (18).

In attendance: Messrs. George Ignatieff and John K. Starnes, Department of External Affairs.

The Chairman tabled copies of a report of the Canadian Government delegates to the 29th session of the International Labour Conference—(September 1946). These were distributed.

The Chairman reminded the members of the dinner organized by Messrs. Jaenicke, Côte and Fleming to be given this day in honour of Mr. Pearson, General McNaughton and Right Hon. Mr. St. Laurent.

The Steering Committee's report respecting future meetings was read and adopted on motion of Mr. Fleming. (*See this day's evidence*).

General A. G. L. McNaughton, Canadian delegate to the Atomic Energy Commission of the United Nations, was called. The witness read a prepared brief on atomic energy. His examination was begun.

At 5.57 the Committee adjourned until Friday, June 6, at 10.30 o'clock.

FRIDAY, June 6, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Bradette, Breithaupt, Coldwell, Fleming, Jaenicke, Jaques, Knowles, Low, MacInnis, MacLean, Picard, Winkler. (12).

In attendance: Same as at the sitting of Thursday, June 5.

General McNaughton was recalled and his examination concluded.

On motion of Mr. Coldwell, the Committee was unanimous in voicing an expression of thanks and appreciation to General McNaughton.

At 12.00 the Committee adjourned until Tuesday, June 10, at 10.30 o'clock.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
June 5, 1947.

The Standing Committee on External Affairs met this day at 4 p.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: I appreciate the members being here so early, and particularly the presence of those two busy and distinguished members, Mr. Reid and Mr. Green. We know how busy they are. Therefore we appreciate the fact that they were able to find it possible to be here.

Before we proceed with the order of reference there are a few preliminary remarks I should make. First of all there will be a distribution of the report of the Canadian government delegates to the 29th session of the International Labour Conference. That will be done now.

Then there is the report of the steering committee.

The Steering Committee on the Standing Committee on External Affairs met at 2.15 o'clock on Monday, June 2, 1947, in the chairman's office.

Present: Messrs. Low, Knowles, Fraser and the chairman.

The chairman informed the members of the inability of General McNaughton of being present on Thursday morning.

As you know General McNaughton has been very busy. He thought it would be possible to fly from New York last night, but it was impossible to get a proper reservation, and he had to take the train. We are very fortunate, indeed, that he was able to make the grade because there was a hold up due to a railway accident. We are privileged that he could make the trip and be here for this meeting.

The Steering Committee thereupon agreed on the following:—

1. To cancel the 10.30 o'clock meeting on Thursday, June 5, and to meet at 4 o'clock in the afternoon to hear a statement on atomic energy control by General McNaughton.
2. To meet on Friday, June 6, at 10.30 o'clock to question General McNaughton.
3. To met on Tuesday, June 10 next, as originally decided, to take evidence on Bill 132 (F of the Senate) respecting Article 41 of the Charter of the U.N.

We may have a brief discussion on that because of the visit next week of President Truman. He will be here on Tuesday morning, but that will not affect our own activities because he will not come to the House before the following day, or that afternoon. Will it be satisfactory to have a meeting on Tuesday at 10.30 on Bill 132, letter F of the Senate?

Carried.

4. To hear an official of the Immigration Department on Friday, June 13, and to conclude, if possible, consideration of the estimates referred.

The above are submitted to the approval of the committee.

Are you in agreement with the adoption of that report?

Mr. FLEMING: I move its adoption.

Carried.

The CHAIRMAN: Before we proceed I want to remind the members of our committee that through the good offices of Messrs. Cote, Fleming and Jaenicke they have arranged a very fine dinner for Mr. Pearson, General McNaughton, and the Honourable Mr. St. Laurent. I know you will all make it a point to be present on that occasion.

Mr. COLDWELL: Where is it?

The CHAIRMAN: In one of the private rooms off the parliamentary restaurant. I have been told it is well organized and we will all enjoy it.

Mr. REID: As to hearing the representative from the passport office I would suggest that they bring copies of the passport documents with them. There are controversies raging all over the country regarding the change that has taken place in the passport form since the Citizenship Act was passed. Personally if there is a change I should like to see what it is.

The CHAIRMAN: I will take a note of that. We will get those documents. I will now call on General McNaughton. He does not need any introduction because we know the position he holds in the scientific world and also the fact that he is well known nationally and also internationally. I have great pleasure in calling upon General McNaughton.

General A. G. L. McNaughton, Canadian Delegate, United Nations Atomic Energy Commission, called.

The WITNESS: Mr. Chairman and members of the committee: I come before you to-day as the Canadian delegate on the Atomic Energy Commission of the United Nations. I should like to say that I count it a very great honour and a very great privilege to have this opportunity to come to you and to tell you something, in the brief time that you can give me, of the work which is proceeding in New York, in the Atomic Energy Commission of the United Nations.

It seems to me that perhaps it might facilitate discussion of the first report of the Atomic Energy Commission of the United Nations, which has been referred to your committee for consideration, if I were to commence by giving you briefly the background of the report, and then explain the various parts of its contents, and tell you of some of the more important developments in the Atomic Energy Commission subsequent to the submission of this report to the Security Council. In talking of the report, I shall refer to the document that has been circulated to members of the committee, which is entitled "Atomic Energy Commission, Official Record, Special Supplement, Report to the Security Council."

You will recall that efforts to bring atomic energy under international control began almost immediately after the atomic bombs were dropped on Japan in August of 1945. You will all recall the statement given by the Right Honourable C. D. Howe immediately after this event in which he revealed the part which Canada had taken in this development, a part of which we may all be very proud, indeed, and which was, I know, a source of great surprise to the majority of the people of the country, the secret having been so very well kept.

Discussions were initiated almost immediately by the President of the United States in the fall of 1945 with the two other countries that had been associated with this atomic energy development, namely the United Kingdom and Canada. These talks led to the conference at Washington in November,

1945, out of which came the first proposal to establish an international commission to deal with the problems of atomic energy. The specific proposals emanating from that conference were embodied in the Washington Declaration of November 15, which was tabled in the House of Commons on December 1, and on which the Prime Minister made a very full explanatory statement on December 17, which appears in *Hansard*. In addition to outlining the course which must be followed if the peace of the world was to be preserved against the dangers of atomic warfare, the Prime Minister also outlined the part which Canada had played in the wartime developments in atomic energy, and he gave this information, as was then permissible, in much greater detail than had been possible for Mr. Howe at the time he gave his statement in August.

The proposal emanating from Washington was to set up a United Nations commission, and the terms of reference for this commission, which had been worked out in the conference between the United States, the United Kingdom and Canada, were considered in December, 1945, at the meeting of the foreign ministers of the five great powers which was held in Moscow in the Soviet Union. This proposal from Washington was there approved substantially without change, and it was agreed among other things, on account of the important part which had been played by our scientists, our engineers and our business executives in working on atomic energy during the war, and because of the special knowledge which Canada had, that she should be not only a charter member of the commission to be set up by the United Nations but also a continuing member of that commission.

The next step in setting up the Atomic Energy Commission was taken at the first meeting of the General Assembly of the United Nations in London in January of 1946, when a resolution was passed unanimously dated the 24th of January establishing the commission and giving it the following terms of reference. I would ask, if I may, to read those terms of reference exactly as they appear because I think all members of the committee will agree that every word and every comma in this statement is of great significance and importance in the world at it is today. The terms of reference read:

The Commission shall proceed with the utmost despatch and enquire into all phases of the problem, and make such recommendations from time to time with respect to them as it finds possible. In particular, the Commission shall make specific proposals:

- (a) for extending between all nations the exchange of basic scientific information for peaceful ends;
- (b) for control of atomic energy to the extent necessary to ensure its use only for peaceful purposes;
- (c) for the elimination from national armaments of atomic weapons and of all other major weapons adaptable to mass destruction;
- (d) for effective safeguards by way of inspection and other means to protect complying States against the hazards of violations and evasions.

It was agreed also at that time that this commission would be composed of the members of the Security Council, with the addition of Canada when we are not otherwise a member of that council.

Some months then passed before the United Nations commission was summoned to meet in New York which it did just a little less than a year ago, the first meeting having been held on the 14th of June, 1946. In the meantime various governments had been doing some detailed thinking about plans for the international control of atomic energy, and in particular the United States, as the country with the most direct and broad experience in this field, had produced a most important study of the whole problem. This study has come to be known as the Lilienthal-Acheson report. This report is the product of the

minds of some of the men who had been most closely associated with developing the atomic bomb. They include General Groves, who was the head of that project, Dr. Oppenheimer, who was the principal scientist in charge of the Los Alamos laboratory, and Dr. Vannevar Bush who, as the members will know, was selected by President Roosevelt to bear the prime responsibility for the organization of American science in the conduct of the war. There were many others as well with wide experience in public service and administration. I would mention Mr. Lilienthal who was then chairman of the Tennessee Valley Authority and who is presently chairman of the United States Atomic Energy Commission. There was also Mr. Dean Acheson who you will recall is Under Secretary of State in the government of the United States. There were also representatives of industry, and particularly of those industries which had been associated with the atomic energy project, men such as Mr. Winne, one of the vice-presidents of the General Electric Company, Mr. Thomas of the Monsanto Chemical Company and Mr. Barnard of the New Jersey Bell Telephone Company.

You can see that this group of men, who were engaged to prepare for the President this Lilienthal-Acheson report on what might be the possibilities of controlling atomic energy by international agreement in the future, were drawn from a very wide circle of men with very great experience in a number of lines. I mentioned these names to indicate the high authority and the qualifications of those associated with the preparation of this report which established certain basic lines of thought in dealing with the great problems which had been raised by the discovery of atomic energy and by its various possibilities of application, not only in war but for the benefit of humanity in peacetime. To those of you who have not read it I commend it to you most earnestly as a document which is well worth while giving the most careful reading.

You will see the report does not purport to represent any final plan; it only suggested certain fundamental propositions as regards an approach to the solution of the problem, but as such it offered hope that a workable arrangement might be arrived at to enable the world to have security against atomic warfare, provided always that there was some effective system of international agreements which would necessarily give very wide powers of control to some international authority.

In view of its importance I should like to mention the highlights of the Lilienthal-Acheson report because it has affected the thinking of the United Nations Atomic Energy Commission very substantially since it was introduced as the basis of the United States proposals which were put forward by Mr. Bernard Baruch on the 14th of June last year at our first meeting. The first point is that there is—and I quote from the report—"no prospect of security against atomic warfare in the system of international agreements to outlaw such weapons controlled only by a system which relies on inspection and similar police-like methods." I think that was the fundamental assumption on which Lilienthal and his associates proceeded, that there had to be something more than police measures, something positive, something constructive in the international authority if we were to have any possible hope of getting an enduring solution which would ensure atomic energy being used for peaceful purposes only. That was the first point.

The second point about the Lilienthal-Acheson proposals was that an atomic development authority should be established. I wish the members of the committee would mark these words because you are going to find in this approach to this entirely novel problem of the control of atomic energy that we are going to have to stretch our minds and conceptions a good deal before we are through.

By Mr. Coldwell:

Q. That is the international authority?—A. The international authority. The second point was that an atomic development authority should be established which would own all source materials from which atomic energy is derived (uranium and uranium and thorium in combination), and would control by operation all those activities in the field of atomic energy which may be regarded as dangerous in the military sense. The Lilienthal-Acheson report placed much emphasis on the direct ownership by the international authority of raw materials, and also on the ownership and operation of all plants employed in the development and use of atomic energy which might be dangerous for the reason that they might be applicable to the making of bombs. You will find in my discussion to-day that I constantly use the word "dangerous". "Dangerous" is a word which has come to have a very special meaning and special significance. It is not dangerous in the sense that the material would cause the loss of an individual's life if he picked it up and handled it. It is dangerous in the military sense that if anybody had these facilities and was able to direct them and use them they might be able to build up a war potential by which, if they loosed it on the world, they might be able to acquire mastery of the world and put down everybody else. It is dangerous in the military sense that we mean when we use the word "dangerous" in this discussion.

The United States proposals for the international control of atomic energy, which incorporated the essential approach of the Lilienthal-Acheson plan, envisaged, however, some greater flexibility in the forms of control. I want to make that point here that while the Lilienthal-Acheson report had a good deal to do with the thinking on the matter it was not a report which was put forward by the sponsoring government, the United States, as a definite proposal. A good deal of the Lilienthal-Acheson thesis was embodied in Mr. Baruch's proposals, which were the official United States' proposals, put forward, as I have said, on the 14th of June, but Mr. Baruch saw fit with his advisers, and the approval of the United States government, to modify somewhat the Lilienthal-Acheson suggestions.

Mr. Baruch proposed that "the authority should set up a thorough plan for control of the field of atomic energy, through various forms of ownership." He used the words "dominion, licences, operation, inspection, research and management by competent personnel". One of our considerations, certainly in the earlier part of the discussions, was to develop precisely from our United States colleagues exactly what they meant by the terms "dominion over raw materials", "licences", "operation", and so on. I will come to that in due course.

This system of control, according to Mr. Baruch, would be set up by stages. I quote from his speech:

When an adequate system for control of atomic energy, including the renunciation of the bomb as a weapon, has been agreed upon and put into effective operation, and condign punishments set up for violations of the rules of control which are to be stigmatized as international crimes we—

that is the United States—

propose that—

1. Manufacture of atomic bombs shall stop;
2. Existing bombs shall be disposed of pursuant to the terms of the treaty; and
3. The authority shall be in possession of full information as to the know-how for the production of atomic energy.

I have quoted two of the more important passages of Mr. Baruch's statement of June 14 last, but I do not intend to go into the details as they were

originally put forward as they have been published and are therefore available to those who wish to read them.

I would observe that the reaction in the Atomic Energy Commission to these comprehensive and constructive proposals was very generally favourable.

As regards the Canadian delegation I would say before going down to New York we had had the benefit of prolonged and detailed discussions with the various ministers and officials of the government who were concerned with these matters, that is, with the development, application and use of atomic energy and with the problem of international control. In our discussions here in Ottawa we had found ourselves closely in accord with the general approach suggested in the Lilienthal-Acheson plan, and I was therefore authorized by the government as the Canadian delegate to the United Nations' Atomic Energy Commission to state at the meeting of that commission in New York that the Canadian delegation was willing and happy to accept the United States' proposals as a basis on which to begin our discussions.

However, the Soviet delegate, Mr. Gromyko, put forward a plan on behalf of the Soviet government, which differed fundamentally from that of the United States. This plan proposed the immediate outlawing of the manufacture and use of the atomic bomb, and the immediate destruction—"within three months" were the words he used—of all existing stocks of atomic bombs.

Mr. Gromyko tabled a draft convention which he proposed should be taken as the first order of business and discussed forthwith, and which would, to use his own words, "constitute a basis for the adoption by the commission of recommendations to the Security Council." This Soviet draft convention also provided that any violation of the undertaking not to produce or use atomic weapons would constitute—and here again I quote Mr. Gromyko's words—"a most serious international crime against humanity", and the contracting parties should pass legislation providing severe penalties for the violation of the convention. That is national legislation providing penalties, and the nations assuming the obligation to deal with their own people in accordance with that legislation.

Mr. Gromyko gave us to understand that he did not see any reason for delay in negotiating a convention of the type he had proposed, but he was prepared to discuss methods of control and inspection as well as the exchange of scientific information, and he made some suggestions regarding the organization of the work of the commission to this end.

I would observe that the notion that the peril which confronts the world through the discovery and application of atomic energy could be solved by an international agreement that only prohibited the use and manufacture of atomic weapons is certainly simple. However, the problem of finding a means to prevent preparations for atomic warfare involves difficulties which cannot be solved by an international convention that only prohibits the use and manufacture of atomic bombs. In my opinion there are at least two good reasons in support of this argument. The direct result of such a convention, without any accompanying safeguards, would be drastically to reduce the military force of the United States, which is the only country that at present possesses atomic bombs, without giving the United States any real assurance that other countries will not be able to make and use atomic bombs. This would amount to a measure of unilateral disarmament on the part of the United States and this, of course, is a proposition which is wholly unacceptable.

There is, moreover, an objection on scientific and technical grounds to a convention which only prohibited the manufacture and use of the atomic bomb. To stop the making of bombs would mean little or nothing, unless the manufacture of the fissionable material, which constitutes the essential part of the bomb, is either prevented or brought under control because the atomic bomb is merely a special end product of a series of processes employed in the release of atomic energy. The fissionable material, which is the explosive element of the

bomb, is also applicable to various peaceful uses, and notably, in the future, it may hold a very important place in the development of power.

For these reasons most of the members of the Commission took the position that the prohibition of the use and manufacture of atomic bombs should form a part—an essential part, it is true, of an overall control plan, but that when such a prohibition is put into effect, it should be accompanied simultaneously with the application of effective safeguards.

It was therefore decided in the Commission, after a considerable discussion of the United States and Soviet proposals, that we should go ahead with a thorough examination of the safeguards which would be required in order to ensure that atomic energy is used only for peaceful purposes. You will find a record of the important general discussions to which I have referred, as annexes to the First Report in pages 68 to 133 inclusive in the document which has been circulated to this Committee.

Again, as I say, in order to get a sense of the atmosphere and of the thought that was going on in these discussions in New York last summer I certainly would commend this report prepared and issued by the secretariat because, if I may observe here, a lot of the things that go on in commissions of the United Nations are quite incomprehensible unless they are interpreted in the light of the atmosphere which is pervading. I think everyone who has been to those meetings will bear me out on that. A bare written document by itself really does not give you the picture of what it is all about.

As a first step towards working out the safeguards which are required, it was decided to examine the scientific and technical aspects of the problem of control. This problem was remitted to our Scientific and Technical Committee, whose Report, which you will find on pages 20 to 42 of the document to which I have referred, sets out the principal activities which are involved in the release and use of atomic energy, and it lists the dangers which arise if effective safeguards are not established against the use of atomic energy for destructive purposes. I think the most important point about this report is that it showed that the activities leading to peaceful as well as to destructive ends are so intimately inter-related as to be almost inseparable.

This point is clearly brought out in the conclusion of the report where it is stated "there is an intimate relation between the activities required for peaceful purposes and those leading to the production of atomic weapons; most of the stages which are needed for the former are also needed for the latter."

In order to prevent the preparation of atomic warfare, therefore, it is essential to control the peaceful applications of atomic energy, so as to ensure that there is no diversion of material, or of plant, to the making of atomic bombs. I repeat that in concentrated form the very same material may be used for the bomb as is used for various peaceful purposes, and a plant which is designed for peace can quickly be converted to production for war.

The conclusions reached in this study of the scientific and technical aspects of the problem of control led the Commission to the next stage of their work. This coincided with a period during which the chairmanship of the Commission, which rotates monthly in alphabetical order, was held by Canada.

It fell to my lot to put forward a program of work which you will find recorded as annex 7 on page 138 of the documents before you, and which proposed that the commission should "examine and report on the safeguards required at each stage in the production and use of atomic energy for peaceful purposes to prevent the possibilities of misuse indicated in the report of the scientific and technical committee."

I should like to observe in that connection that at the time it came Canada's term for the chairmanship we had spent many months and many many meetings on the details of principles, and that we had found that we were

rather tending perhaps to go around in circles, that there was perhaps a lack of clarity in the meanings attributed to various words. Most of us felt that we had had all the general discussion which was useful at that stage, and that it was necessary to come down to very specific simple propositions in order by working them out to try to find an answer that might be appropriate, and then to take those various answers and synthesize and put them together and then go back to our discussion of principles again. As a result of this proposal we put forward we had three considerations to examine, and we had seven heads under which each of them had to be examined so that gave the commission twenty-one sub-heads to work from. We agreed that we would not engage in general discussion until we had been through that long and arduous course of detailed study.

I proposed also that the Commission should do its work mainly by means of what we call informal meetings, and in order that we might thereby more freely exchange and develop our views, scientific as well as diplomatic representatives should take part freely in the discussions. This manner of work has been followed ever since with, I think, considerable advantage. We find that these informal discussions add flexibility, as delegates are not bound at these meetings to go on record as expressing the views of their governments. They can contribute any ideas which may occur to them, and their ideas may be explored and if not found acceptable, abandoned without embarrassment to the nations concerned. Indeed, this manner of procedure is quite essential in dealing with such a highly complex problem. This procedure, of course, does not exclude formal meetings of the Commission or of its committees wherein decisions have to be taken. In these cases, of course, the delegates speak for their governments in accordance with the instructions they have been given.

The report on the subject of safeguards called "The First Report on safeguards required to ensure the use of atomic energy only for peaceful purposes" was prepared after weeks of discussion and constitutes part 5 of the report before you. The "Findings" of this report are conveniently summarized in Part 2(b), pages 12-16 of the report.

Again for those of you who cannot spare the time to read the full report I would earnestly suggest that the findings on pages 12 to 16 might be considered.

I will only mention the more important elements of the findings which this report contains. As all applications of atomic energy depend on two primary materials and two only, that is, uranium and uranium and thorium in combination, control of these materials is an essential safeguard.

The Commission, therefore, proposed that there should be inspection of all mines and of milling and refining operations in order to detect and prevent the diversion of materials to destructive purposes. As the material assumes a more concentrated form and is, therefore, more directly applicable to the making of bombs, the controls must, of course, be stricter. It was, therefore, proposed that certain plants and establishments using material in its most concentrated form should be placed under the exclusive operation and management of the international control agency, and that plants such as nuclear reactors, chemical extraction plants and isotope separation plants using plutonium or other highly concentrated nuclear fuels which, by the way, is the name by which all fissionable materials have now come to be called when they are in concentrated form, would be subject to management by the international agency.

In addition to the safeguards required to prevent diversion from declared or reported atomic energy activities, there is the problem of providing safeguards to detect any unreported or clandestine activities. In order to give assurance to all countries that no secret preparations are being made for atomic warfare, the Commission in its report on safeguards recommended that national governments would be required to make reports on activities related to atomic

energy, and also that the international control agency should have broad privileges of movement and inspection within national territories including rights to conduct surveys by ground and by air. These privileges, however, it is understood should be very carefully defined to ensure against misuse.

In addition to the specific safeguards proposed to prevent diversion of material or plant to bomb making and to ensure the detection of secret preparations of atomic warfare, you will find the report contains certain "General Findings" and "Recommendations" regarding the nature of the international system of control and inspection which should be the objective of the Commission's work. This portion of the Report, to be found in Part II (c) Page 15 and Part III, Page 17, is derived from a number of proposals introduced by Mr. Baruch, the United States delegate, on December 5 last. The members of the committee will recall that at that same time the General Assembly of the United Nations was busy discussing a resolution on the principles which should govern the general regulation and reduction of armaments, including atomic weapons. This resolution, with which you are no doubt familiar, was adopted on December 14, 1946, and lays down the principles and procedures for the working out of international agreements on the general regulation and reduction of armaments and armed forces, including some reference to atomic energy. The work of preparing the various plans according to this resolution is to be divided among the Security Council, with which is included the Atomic Energy Commission, and when its plans are completed they are to be coordinated by the Security Council and submitted to the members of the United Nations for consideration at a special session of the General Assembly. They will have been formulated as draft treaties or conventions which, if approved by the General Assembly, would be submitted to individual nations for ratification. This procedure which I have outlined involves a number of stages, and we are at present only in the first, namely, that in which preliminary plans are being prepared.

As regards the work of the Atomic Energy Commission, the Assembly Resolution merely confirmed the terms of reference of the Atomic Energy Commission and stated that the system for the control of atomic energy shall be established within the framework of the Security Council (as the organ which bears primary responsibility for maintenance of international peace and security). It also provided that the organs of control shall derive their powers and status from the treaty or convention under which they are established.

The proposals presented to the Atomic Energy Commission on December 5, 1946, by the United States delegate to which I have referred had been drafted before the discussions on disarmament in the General Assembly, and we of the Canadian Delegation felt therefore that they needed to be re-examined to ensure that they had been made consistent with the resolutions of the General Assembly which had just been adopted, and with certain other international agreements governing the work of the commission, namely and particularly, the charter of the United Nations and the first resolution of the General Assembly on atomic energy which had been passed on January 24, 1946. The United States delegate accepted our proposition. The United States' proposals included the proviso that no government should have the power, through the misuse of any right of "veto" or otherwise, to obstruct the course of control of inspection or in any way prevent the fulfilment by the international control agency of the obligations imposed upon it by an atomic treaty. They also provide that in regard to measures of enforcement and punishment—and I use the words of the report—"there shall be no legal right, by veto or otherwise, whereby a wilful violator of the terms of the treaty or convention shall be protected from the consequences of violation of its terms".

After a discussion which revealed that the Soviet delegation was not prepared to accept the report and more particularly the general findings and the

principles proposed for inclusion in the report by the United States' delegation we took the report to a vote. We had ten favourable votes with the Soviet and Polish delegations not voting against but abstaining. This vote took place on December 30 of last year, and was the last act before this particular report was sent forward to the Security Council.

I should now like to tell you briefly what has happened in connection with this report since the new year, and to give you a brief summary of the work of the commission to date.

The report was submitted to the Security Council where a further prolonged debate took place. The Soviet and Polish Delegations expressed their objections. The Polish Delegation expressed the view that there was not much use of proceeding on the basis of the report, before complete agreement on principles had been reached between the permanent members of the Security Council.

The Soviet Delegate on the Security Council, Mr. Gromyko, introduced a number of specific amendments to the general findings and recommendations of the report. He also argued that there should be an agreement on important questions of principle, before the commission could go on with its work of preparing a plan. It is worth noting some of the more important points which Mr. Gromyko made in his statements.

On the subject of prohibition of the use and manufacture of atomic weapons, he said, "the prohibition of atomic weapons as well as all other weapons of mass destruction should constitute *by itself* the first important stage in the fulfilment of the General Assembly's decision mentioned above." This refers to the Assembly resolution of December 14. The conclusion of such a convention prohibiting atomic weapons would not, he said, mean that the working out of other questions including that of inspection should not be continued.

As regards control and inspection, Mr. Gromyko said that this was a necessary component part of the system of international control, but should not develop into unlimited control for, in the words of Mr. Gromyko, "unlimited control would mean an unlimited interference of the control and controlling organ or organs in the economic life of the countries on whose territories this control will be carried out, and interference in their internal affairs." He indicated that the controls specified in the first report which, I may say, were the minimum type of controls which were acceptable to the other members of the commission, he said that those controls would constitute "such unlimited interference." He did not specify, and has not specified since, his understanding of what constitutes acceptable international inspection.

I, myself, as a representative of Canada on that commission fully, I think, apprised of the significance of what might or might not constitute international inspection, have made it my business on every appropriate occasion to give the representative of the Soviet Union an opportunity, have urged him to expand on precisely what significance he is prepared to attach to the words, "international inspection." On every occasion, he has declined to explain and clarify his position.

Mr. Gromyko likewise rejected the concept of management by the international agency, on the grounds that this would constitute the creation of international syndicates and trusts. He said and I quote, "I deem it necessary to emphasize that granting broad rights and powers of such a kind to the controller is incompatible with state sovereignty."

As regards the veto, Mr. Gromyko said, "The Soviet delegation considers that it will be impossible to reach an agreement on this question as long as the unacceptable proposal on the question of the so-called veto is defended, since such a proposal is in contradiction with the principles of the United Nations." He emphasized that in matters of enforcement of any treaty on atomic energy the decision would have to lie with the Security Council in which "the principle of unanimity operates."

The Security Council after several weeks of discussion, passed a resolution urging the Atomic Energy Commission to continue its work, developing specific proposals on the control of atomic energy and requesting it to submit a second report to the Security Council before the next session of the General Assembly in September. This resolution also had an important provision that, "any agreement expressed by the members of the council to the separate portions of the report is preliminary since final acceptance of any part by any nation, is conditioned upon its acceptance of all parts of the control plan in its final form."

In reference to the proceedings of the Security Council, I should like to say that while Canada is not a member of the Security Council it has been held by that council, when matters of atomic energy are under consideration, the interests of Canada by reason of our participation in this project and by reason of our membership on the Atomic Energy Commission are such as to warrant the Security Council permitting us to take a seat at the table to take part in the discussion, but without a vote.

In the light of this resolution, which I have quoted, the Atomic Energy Commission decided that one of its committees, the first committee, should devote its full attention to the consideration of the points of disagreement with the Soviet Union which had been indicated by the amendments which had been moved by Mr. Gromyko in the Security Council and in the various statements which he had made.

Now, these discussions are still going on and I can give you assurance that the Canadian delegation is doing everything to try to get at the root of the matters on which it has not been possible so far to reach an agreement with the Soviet government. I must report, however, that progress has been very slow. We hope, at the end, to have a supplementary report which will bring out more clearly the points on which we can agree and those on which further negotiation will be necessary.

The second committee of the commission is going ahead with further exploratory work, mainly in informal meetings, preparing a series of working papers which outline the functions and powers of the international control agency. These working papers, when completed, will be discussed formally in the commission, and then will be referred to governments for study and comment. I cannot be too emphatic, at this stage, these working papers represent merely the best thought of the people who are most anxious to reach a solution. They have been working forward in the process of reaching a meeting of the minds of the people who are engaged in this particular part in the drafting of the treaties. The drafts have no force or sanction until they have been before the committee as a whole and indeed until they have been referred to the governments and the delegates have been given instructions on them.

In the second committee we are working according to an agreed schedule. After considering the functions and powers of the agency, we will go on to the consideration of the organization and administration of the international authority, the principles governing the geographical location of dangerous atomic activities and of stock piling, the financial and budgetary organizations and the difficult questions of prohibition and enforcement. We also hope to examine before next September the stages by which transition might be accomplished from conditions of national control to the final conditions of predominantly international control.

I should just like to say a word more about our method of work. As I have said, we meet mainly in private and with a minimum of formality and publicity. This is not because the commission has anything that it wishes to hide from the public, nor are its discussions in any way of a secret character. This procedure is purely for the purpose of facilitating discussion and negotiations.

Security, that protection for all peoples from the peril of preparations for atomic warfare, is the overall criterion which guides our work in every phase and in every degree. At the present time, the commission is going fully into the question of how much international control is necessary; how much authority and power should be entrusted to the international control body on such matters as raw materials, research and development; design, construction and operation of various plants, in the various categories. We fully recognize in the commission that in order that adequate security and protection should be given by the control plan, the control agency will have to be given functions and powers of a type and on a scale hitherto never ascribed to an international authority. We are insisting, therefore, that the fullest possible reasoning and argument should be given in support of every provision in the specific proposals which are now being drafted, in order that those who study our plan should have ample opportunity of judging its merits for themselves. By, "those who study our plans", I say that we are looking most particularly to this committee and we look to the House of Commons of Canada to be the final authority on what shall be accepted by us.

It is understood, and I particularly refer again to the terms of the resolution of the Security Council to which I have referred, that no country will be committed to any part of the plan until it has had an ample opportunity to consider the plan as a whole. It will, of course, not be possible to have a full picture of the plan until a draft treaty has actually been written. At present only portions of this treaty are in skeleton outline. I should like to emphasize that what I am saying to you today, as well as the report before you, should be regarded as only interim reports in order to inform you of the developments in the Atomic Energy Commission to date. You will, of course, be fully informed as Mr. St. Laurent said in the House of Commons on March 26, of further developments of the work of the commission, and the results of the work of the commission when available in the form of a draft treaty or convention which will naturally be submitted to the House for its consideration and for the usual procedure of ratification if it is accepted by the House of Commons.

I should like to conclude my remarks by posing and answering a question which will, no doubt, be uppermost in your mind. Why is there any need for such a plan of international control in the field of atomic energy? The answer briefly is that we do not know of any alternative means of preventing the secret preparation of atomic warfare.

It is, therefore, of the utmost importance to Canada, as it is to every other nation, that every possible effort should be made to work out a practical plan for the international control of these dread forces. To this end, the Canadian delegation in New York, I can claim, has made every effort and I can assure you that we will continue to do all that is possible to work out an international agreement which will give protection to Canada and all other nations; within the limits of the paramount consideration of security, which must come first, we hope that the plan will make available the maximum possible benefits from the peaceful uses of atomic energy which is also undoubtedly a proper objective for any international plan.

The CHAIRMAN: Would the members of the committee like to go on with the questioning now?

Agreed.

By Mr. Graydon:

Q. I should like to ask the General a question, if I may. I should like to ask if, in your opinion, this question of international control of atomic energy can really be separated from the general problem of international disarmament?—A. Mr. Graydon, I should like to say this; it is impossible—of

course, I am really expressing a hypothetical opinion and I am giving my own opinion, not the opinion of the group. As I have watched this whole business of the limitation of armaments develop and, in that connection I think I might say for the information of the committee, that I have been, for a number of years, closely interested and concerned in the business of the limitation of armaments and all constructive measures of that sort for the peace of the world. I was one of the members of the delegation to Geneva in 1932, so I have been concerned with it for a very long time. I have thought of atomic energy as possibly being the key to an otherwise very difficult business. I have thought the very extremes of the danger in which we, the world and everybody are put by these new forces, might cause the conscience of the world to face up to the issues and to adopt some measures which might lead to an era of peace.

Now it is for that reason, and I think a lot of people for the same reason have supported the idea, that we are, so far as possible at this stage, keeping atomic energy in a separate compartment because if it is mixed up in the general plans for disarmament there will be a lot of loose and general talk. People will talk about principles without having defined the words in which they are expressing those principles. We will get a lot of confused thinking on it which may obscure the issues. If we can keep atomic energy and the Atomic Energy Commission and if we can, by patience and perseverance evolve some sort of a solution which should be acceptable to the nations, it will act as a pattern for a lot of the other things which are difficult. I think you will find everything will fall in line with it. I think if we can solve atomic energy we would very quickly solve the problem of the limitation of ordinary weapons. It is for this reason we are trying to keep it separate. That is why we consider it wise to keep this in a separate compartment.

Q. The reason I asked that question General, was this: we have just had word that the Military Staff Committee of the Security Council has brought in a very milk and water kind of report with respect to the question of disarmament generally—perhaps I should not say disarmament, but something which goes hand and hand with it and that is the international police force which, if we can go by the report is not much more than a little lilliputian army which will have little or no effect so far as the general set-up of peace is concerned. I want to ask you this: is there any inter-locking personnel, either technical or otherwise between the Military Staff Committee and the Atomic Energy Commission?—A. The Military Staff Committee, as you know Mr. Graydon, is composed of the missions of the five permanent members of the security council, the United Kingdom, the United States, Russia, France and China. All have very strong missions presided over by high-ranking officers of great experience. These gentlemen constitute the Military Staff Committee which invariably sits in secret. The first pronouncement which we have had from them is this report to which you have referred. The status of that report at the present moment is merely a report from the Military Staff Committee to the Security Council. It is full of alternative provisions and it has not, as yet, in any sense been adopted. It is purely a working document which is before the Security Council.

Q. There is just one part of the question which you overlooked, General. Is there any inter-locking of the personnel, either technical or otherwise, of the Atomic Energy Commission and the Military Staff Committee?—A. I was going on to answer that question, Mr. Graydon. There is, I understand, in the delegations of the permanent members of the Security Council, an interchange between their technical officers and the Military Staff Committee attached to their delegation on the Atomic Energy Commission. These are private, national arrangements, but there is no formal liaison between the Atomic Energy Commission and the Military Staff Committee.

Q. Does the Military Staff Committee keep you, for instance, as Canadian delegate on the Atomic Energy Commission, informed either officially or otherwise as to what is going on?—A. No.

Q. We live in the dark so far as that is concerned?—A. Except in so far as we can gather the trend of their thought from this one report which they have made to the Security Council of which we have copies, and in so far as we can judge the trend of their opinions by personal conversations which are always going on.

By Mr. Coldwell:

Q. The question I was going to ask you is, how widely is the basis of atomic energy known to scientists? It is not confined to the United States is it? I mean the fundamental principles of the release of atomic energy, is not that pretty widely known by scientists in all parts of the world?—A. Oh, yes, I would think so. I had an opportunity the other day of reading a report by Fermi which I last read in 1939. It was an address given before the Institute of Electrical Engineers in New York. I read this report of Fermi's given in the latter part of 1939 and I was surprised, on reading it, to see that it gave practically the whole of the scientific basis of the work. So, from that observation, you will see there is no secrecy about basic scientific information.

Q. The reason I asked the question was to more or less get on the record the necessity for haste in connection with these control measures. Will it be long before some other nations discover this power and apply it, perhaps, to weapons of war?—A. I cannot answer that question better than to quote from an authoritative pronouncement which was made in the United States Senate about two weeks ago. It was to this effect, anybody who thought it would be, in a matter of 2, 3, 4 or 5 years, impossible for other nations to produce the bomb would be working on a very slender premise.

Q. I have seen the statement over and over again that the present bomb which was used at Hiroshima, which is probably improved by this time, that from one to ten of those bombs getting through to a modern city could practically obliterate that city, depending on the size of the city. Is there any truth in that statement?—A. I do not have to forecast or carry my mind forward to the new bombs of which, indeed, I have no knowledge. I content myself with making a comparison on the basis of the Hiroshima bomb. Much less than ten bombs of the type of the Hiroshima bomb would paralyze a great city, perhaps less than ten would be required.

Q. Is there any defence against a sudden attack of this description?—A. I cannot give you a categorical answer to that question. The question does not lend itself to any simple yes or no, so may I take a moment to elucidate. To-day, the atomic bomb has to be carried either in the form of a missile fired from a gun or by a rocket, or dropped by a long range aeroplane or planted by submarine, something of that sort. Now, while there is no specific antidote to the bomb as such, by which I mean there is nothing we could throw out which would prevent the stuff from exploding, yet there is the possibility of dealing with the carrier, the submarine, the aircraft or even the long range rocket proceeding at perhaps 1,000 miles an hour. They are not incapable of being dealt with by modern science. With the kind of set up great industry would make, having regard to the terrific danger of these things and having regard to the terrific need of meeting an attack of that sort, regardless of the cost, undoubtedly, sir, it would be possible for a very considerable portion of the bombs launched by any means against a great industrial nation, to be rendered harmless, but a few would get through.

Q. I was going to say, a few would get through. This would mean any important industrial centre such as Detroit, Philadelphia, Chicago and even

Windsor or some of our own cities, would have to have new forms of defence in order to defend them against possible attack by atomic weapons if we cannot control this thing internationally; is that right?—A. I would say that is correct. I would say this; wherever a bomb falls there is no real, effective static defence practicable. From the gamma rays alone, which range up to perhaps 1,000 yards from the bomb, it takes eight or nine feet of concrete to reduce the intensity of those rays to a point that man would not eventually die from the result. He would die a lingering death, six weeks hence, due to the disruption of the corpuscles in his blood.

By Mr. Hackett:

Q. So long as the atomic bomb is available as a weapon, does not the necessity or value of armies and fleets disappear, except in so far as they are used as carriers?—A. I would give as my opinion, an opinion which I think is based, particularly during the last year, on anxious study of all aspects of this business—The unfortunate thing we have to face is that the atomic bomb is an added weapon and its resistance does not thereby decrease the need for armies, fleets, and aircraft.

By Mr. Coldwell:

Q. May I ask you this question: I heard—I have just forgotten his name at the moment but you will know who he is; he is one of the radar experts of the United States who went to Britain to assist in the defence of Britain against the flying bomb, make the statement that these things could be planted. How big a thing is it? They could be planted with a time attachment, indeed with a radio attachment which might be attuned to a distant station and exploded on a given signal. I remember he said that they did not deteriorate by keeping over quite a lengthy period. Is there any truth in that?—A. I would not dispute that statement, Mr. Coldwell. So far as the size is concerned, of course, we are under the most stringent security measures of not giving information as to the size. In the Smyth report, two figures were given—I have forgotten what the figures were, but it is somewhere between the two figures.

Q. I have read the figures in magazine articles, as a matter of fact.

By Mr. Cote:

Q. I should like to ask the General two questions. Is it possible for your commission to assert, even off the record, or to know whether or not the Russians, for instance, have the know how; and, B., whether there is in Russia the raw material to make an atomic bomb?—A. Mr. Chairman, I will have in this case to not answer directly because I have no first hand information on Russia. The Russian situation as regards their raw materials and as regards what they are doing is, at present, a most carefully guarded Russian secret. Now, I have to answer as well as I can by inference. From our general knowledge of geology, we have no reason to believe that the materials for atomic energy will not be found in Russia as in any other country in the world. In fact, it turns out that uranium, which is the most important of the two source materials, is one of the most widely distributed substances in the world.

Uranium occurs in granitic rocks all around here. It occurs mixed up with vanadium in Colorado. It occurs in gold ores which are recovered for the purpose of getting out the gold. Uranium is a peculiar substance. When it goes into solution, its salts are readily dissolved in water. The water flows across a peat bog, for example, and the vegetable matter causes the uranium to deposit. There are great deposits in the world of peat and shales with very considerable uranium content.

If it was only the few special mines in the world that have high quality pitchblende in them, there are only a few which have been found, if those were all we had to contend with to limit this business it would be very easy. Unfortunately, as I say, uranium is a most widely distributed substance and comparatively easily recovered from materials which are generally available to all the nations of the world.

By Mr. Graydon:

Q. Does that apply to thorium, too?—A. Thorium occurs rather differently. The present sources of thorium are not in the ores or shales or rocks. Thorium was ground down generations ago into a form of sand from rock which seems to have occurred in the upper layer of the earth's crust. This got ground up in the ice ages. It was carried out to sea. By the wave action, as so often happens, it was concentrated in great beaches along the seashore. Then, the land was probably pushed up and then several beaches were formed and so that today you have great deposits of thorium bearing sands. The biggest reserves of thorium bearing minerals in the world are in India, known reserves, that is. There are great reserves along the coast of Brazil, along the coast of Australia and I could mention a number of other places where they occur. They occur in these sea beaches, and the thorium content runs from three to six to eight per cent. In Travancore in India, perhaps higher than that. We are not so much worried about thorium at this stage because you cannot use thorium unless you have uranium.

Q. You have to have both?—A. No, you can use uranium by itself, but if you want to use thorium, you have to have uranium also.

By Mr. Cote:

Q. Let us say by inference, because apparently you have no first hand information as regards the know how in Russia, but by inference is it possible to reach the hunch that the scientists in Russia also have the formula?—A. As I said earlier, in the fundamental science of this thing there are no secrets. The basic scientific information is known. Now, do not think that is the whole story because it is not. There is a lot of difference between knowing how to do a thing scientifically and being able to do it as an engineer. Mr. Lilienthal, who spoke to us the other day, the head of the United States Commission, made the assertion that, at the present time, the United States investment in atomic energy facilities—facilities mind you—is represented by two and a half billion dollars. Two and a half billion dollars represents a tremendous amount of man-days of work. Remember that these man-days of work are not the work of ordinary labourers, but they are the work of highly trained technologists which, in the economy of the United States, could be taken out from other work even under war conditions, and put on this special job without any great detriment to the United States part in the war.

I think I should like to answer your question by putting another question. Do you think, or would it be reasonable to suppose, having regard to the present position of industry in the Soviet Union, that they could take out a like number of people with this highly technological training, make an effort of that sort and put it to the special business of atomic energy on a scale sufficient to wage war without, at the same time, most seriously affecting their economic recovery in other lines? I wish I could answer that. I cannot give an answer. I have not got the information. It is the great question which faces all of us. I cannot help, sir, any more than by putting the two sides of that question really in the form of another question. I have to leave you up in the air because I do not know the answer.

By Mr. Coldwell:

Q. Is it not likely that any other nation making the atomic bomb now would find it easier than the United States found it because of necessity a great deal more has been given to the public in the way of knowledge of what has been done?—A. I would answer Mr. Coldwell, yes. When you know there is a path through to the objective, however difficult the way may be, however full of obstacles, if you know there is a path through mankind will get through it; that is undoubtedly the case. Undoubtedly some of the false leads and partial leads which were followed in the United States atomic energy developments would not have to be followed again. I would say this, not many of those unpromising leads were followed very far, that the sum total of effort put into them is not very great comparatively. Even so, I would suggest that the effort in the technological field might be really stupendous.

Q. And that would be a prohibitive step in Russia?—A. That is a question of judgment; we do not know.

By Mr. Graydon:

Q. Is there any information which has come to you or to our Canadians on the commission which would indicate that the atomic bomb as a means of waging war might, perhaps, within the near future be outdistanced by some other type of new invention for destructive purposes?

By Mr. Boucher:

Q. May I supplement that question? I was thinking of chemical or microbic warfare, as compared in its danger to the other. Probably when you answer Mr. Graydon, you could couple that thought with it?—A. Yes, I would be glad to because those are two things which some of us regard as, perhaps—I do not like to use superlatives in these things—very much more horrible than the atomic bomb. Bacteriological warfare and Chemical warfare are both terrible forms of war and are even more difficult to deal with than is the question of the atomic bomb. I should like to observe in that connection, if you recall the statement of our objectives, that the Atomic Energy Commission has the business of studying the elimination from national armament of atomic weapons and all other major weapons adaptable to mass destruction by which are meant chemical warfare and bacteriological warfare among others.

By Mr. Graydon:

Q. That is within the purview of your reference?—A. Very definitely. Mr. Graydon and Mr. Coldwell will recall that when we had the last assembly meeting, when we had those long meetings of the committee which drafted that December 14 resolution we were most careful to ensure that these other forms of warfare were kept within the ambit of the Atomic Energy Commission.

Q. Has the commission given some considerable study to them?—A. No, for this reason, that those two subjects are so difficult to grapple with that there is no point at which you can get your finger on them, get a grip on them. The only real hope of solving them is by solving the problem of the atomic bomb and catching up with the others in some sort of general resurgence of world thought which might carry us into an era of peace.

By Mr. Boucher:

Q. May I follow that up with another question before we go on to some other subject? Is there anything in the minds of the members of the Atomic Energy Commission by way of fear that developments along bacteriological lines or by way of chemical invention will surpass the danger or are surpassing the danger of the atomic bomb?—A. Again I am afraid I cannot be specific in the answers I give. I can only say—and again I must here express my

personal opinion—that I regard the possibilities of bacteriological warfare and certain of the newer forms of chemical warfare if they were unleashed on the world with equal if not greater horror than the atomic bomb itself.

By Mr. Graydon:

Q. When you say "horror" do you mean effectiveness?—A. Yes.

Mr. COLDWELL: It would seem from what you say the only hope is if the world can avoid wars.

By Mr. Jacques:

Q. I should like to ask this question. There has always been a defensive answer to every offensive weapon. Is it assumed that now there is no defensive answer to the atomic bomb? Are they working on a defense to the bomb, or are they just saying that there is no answer and that therefore we must have international control of it?—A. May I say first that I think in the minds of the men who bear the responsibility for the protection of their countries the feeling is that the only real answer is in the elimination of war itself.

Q. May I put it this way?—A. May I go on and finish? On the other hand, while that is the answer, and while that is the purport of the instructions given to the countries who are represented on the Atomic Energy Commission, that they are to seek safety for the world through the elimination of the use of atomic energy for war purposes, at the same time, and very naturally, the staffs of every country are busily engaged, and scientists of all countries are busily engaged, in trying to find out the military answers to an attack of that sort. These matters, of course, are in the highest degree secret. We are not going to give any suggestion as to what the answers are. I indicated earlier in my remarks that there is no specific thing by which you can stop fissionable material from exploding. The only defense is in bringing down the carrier of the bomb, the aircraft, the submarine, the battleship, the long range rocket, or the military agent who brings it in and plants it. Defenses against those things are all within the ordinary realm of defense arrangements. They have got to be studied and made effective, and they certainly will have the result of making it very difficult for us to be got at, more particularly if in the defense of the country you can make good and certain that the enemy is held at a distance, and certainly, too, like the old saying that offense is the best form of defense. That is all I can say.

Q. Let us suppose for argument's sake the war had continued, and the atomic bomb had been used more than it was used. Then undoubtedly by force of circumstances the various nations would have been compelled to go to work and do their utmost to find the answer to it. They might not prevent the explosion, but from your knowledge of science would you say that it would be worth while or are they trying at the present time to find some means of preventing the evil effects of the explosion? Do you think that would be possible, that there is any hope on those lines?—A. The effect of an atomic bomb is several fold. First of all you have to contend with the blasting effect. That is the explosion and the pressure wave that goes out, and is followed by a suction wave which destroys houses of ordinary construction within a radius of perhaps three miles. The second effect is the direct radiation of heat, the enormous heat for fractions of a second. You have this mass with a temperature approaching that of the sun. The rays are coming out at a temperature estimated to be about 5,000,000 degrees centigrade. The radiation falls on a person and it destroys their skin, it destroys their eyes. That is direct radiation of ordinarily visible rays. Direct rays, visible rays, are stopped by a sheet of paper. The least bit of paper will stop them and give you the necessary

protection but the gamma rays, as I said earlier, up to 1,000 yards or so away from the bomb will go through a nine or ten foot concrete wall and still knock a man out.

Q. There might be other substances that would stop them?—A. It is highly unlikely from a scientific point of view, if I may say so, that there are any substances which will stop a gamma ray because the stopping of the gamma ray is a function of the mass of material which is in the path, the weight of the material. A good deal less thickness of lead will stop gamma rays but lead is heavier than concrete. A good deal less thickness of tungsten than lead will stop them but tungsten is double the weight of lead. The stopping power to gamma rays in almost entirely a function of mass.

By Mr. Cote:

Q. Do I understand that the only defense against these new weapons of war would be as in the words of the old Scotch saying, "Do unto others what you would have them do unto you but do it first"?—A. That is exactly what we want to do with the Atomic Energy Commission only we want to reverse it from murdering the opponent to giving him the best form of civilization we can. I think we have got to go at it from that point of view, and we must keep that point of view uppermost. I did not finish the answer to one of the earlier questions. I was put off on another track. I have one other form of the effect of these atomic bombs to refer to. I think I should mention it to make it complete. When uranium undergoes fission merely due to the bringing into close proximity of certain masses that make the whole mass above the critical size it breaks up into elements of about half the atomic weight, but they are not ordinary elements. They are what are known as radioactive isotopes. That is, everyone of these elements is giving off profusely for some very considerable time, gamma rays or alpha particles or beta particles, and they have a most deleterious effect upon human beings. If any of those substances get into your body or in close proximity to it, although they may be very tiny quantities, they may go on destroying the blood and blood tissue and lungs, and all that sort of thing. So these radioactive isotopes are very poisonous indeed. That is another form which has to be guarded against.

By Mr. Low:

Q. How long do they remain in suspension as real isotopes?—A. These isotopes from a bomb explosion have been found in the air for weeks and they drift with the wind currents for thousands of miles but under present experience they were so thoroughly dissipated that they were harmless, but they could be made to be harmful.

By Mr. Coldwell:

Q. How long were the ships impregnated?—A. That is different because the bomb was exploded below the water. The radioactive isotopes were absorbed by the water, by the sea, and were carried directly into contact in concentrated form with the ships. They were what the chemist calls adsorbed in the ships. A lot of those ships still cannot be visited.

Q. So if a bomb of that description were exploded in the proximity of a battleship that ship would be a death trap for a very long time?—A. A battleship of the Bikini day would be a death trap for a long time, but they have learned how to handle those things in the meantime by decontamination.

By Mr. Low:

Q. They have developed decontamination methods for handling it?—A. Naturally.

The CHAIRMAN: Mr. Reid wanted the floor.

Mr. REID: It is on a little different matter. It is on something he said in his address.

By Mr. Kidd:

Q. The General will recall in World War I when the Germans used gas. That happened on April 22, 1915. They were the first to use gas in World War I. In World War II there seemed to be a feeling that the Germans had something up their sleeves, some form of gas, and if they had used it the allies would have done the same thing by way of retaliation. I will go a step further. In the event of war to-day, following Mr. Cote's question, if an enemy, whoever it might be, entered into chemical and bacteriological warfare, are we going to be in a position to counteract that and meet them on the same ground?—A. I am going to ask not to answer that if I may.

Q. You could say it off the record?—A. No, I dare not answer it.

(Off the record)

Q. I know, but they might have used it.—A. I am now expressing a personal opinion. I think the Germans would have used it if Hitler's headquarters had been in effective command at the time of the invasion of Normandy. There was only one occasion during the war, and for a very brief period of about ten days, when I think, it might have been considered advantageous by the Germans to make use of gas having regard to what they were going to get in return. That was between about the 10th and 20th days of the Normandy landing when we had our troops concentrated in a narrow area. If there had been somebody at Hitler's headquarters capable of appreciating the situation and giving a decision and they had used what they actually had it might have been pretty disastrous but fortunately for us, as the members will recall at that stage, the members of Hitler's entourage were busy murdering one another in place of paying attention to their business. Actually it turned out, I have heard, that the senior man who knew about gas warfare then at Hitler's headquarters was a major.

Mr. COLDWELL: And he did not like to take the responsibility.

By the Chairman:

Q. Taking that statement that they did not use poison gas during the last war, whatever may have been the reason, would that lead us to build any hope that if we face the same situation with the atomic bomb it will not be used?—A. The argument, in other words, is that the knowledge that the other fellow has the bomb, would be a deterrent to its first use?

Q. Yes?—A. I leave it to other people to judge. I do not know.

By Mr. Reid:

Q. My question is something separate and apart but I think it is important, too. Did I gather from your remarks that the draft plan put forward by Mr. Gromyko, the Russian, suggested the control and destruction of all uranium materials, the destruction of the bombs, coupled with the doing away of arms, demobilization? I think you said that the result of that would be that the United States would be called upon, if they adopted the Gromyko plan, to do away with their arms?—A. May I say again what the Russian plan is? The Russian plan is a straight convention on the lines of the Kellogg-Briand pact to outlaw the use of atomic energy for war unsupported in itself by any measures of safeguard or even by international inspection. Gromyko has gone on to say if the world will in the first instance outlaw atomic energy for war and if those who have atomic bombs will themselves destroy them then the Russians will be pleased to confer with the rest of the world on some system of international control and inspection. Those are the terms that have been used, international control and inspection. As I said, we have never been able to develop

just what that thesis means. I have probably been the most insistent in trying to get the Russians to say precisely what they mean by "international inspection." I have never lost an opportunity to ask Mr. Gromyko in the most courteous terms, to explain it because we want to know the answer. It is not to be rude to him. We want to know the answer because without knowing what he means by international inspection we cannot judge whether anything he is saying makes any rational sense at all. This is what he has offered to do. His proposal is to destroy the bombs, outlaw them and make it a heinous crime for anybody to have the least bit of this material in their possession after a period of three months. By international law it will be made some sort of penal offence and if we will do that, in other words, completely and unilaterally disarm the United States, then he will be willing to talk to us about what he means by international control and inspection. He says he will not talk to us at all until that state of affairs comes about.

By Mr. Coldwell:

Q. If this agreement were entered into and a nation violated the agreement would the punishment of that nation still be subject to the veto?—A. As we understand the thesis. We cannot be quite categorical on it because we have never been able to get complete agreement but Mr. Gromyko has always insisted and continues to insist that the application of these matters shall come within the Security Council which means that any action is subject to the so-called unanimity rule which in common parlance is called the veto.

Mr. REID: The reason I ask that question is because of the reaction you get among certain groups and individuals in this country every time you mention the word "Russia." Because the Musko expedition explored the north we are assailed for violating the peace. It is pointed out to us we are engendering bad faith with Russia and preparing for war. We get that all the time. That is said to me. It is said, "Why are you doing this in the north"? None of us knows exactly what the attitude of Russia is or whether she is an ally. We are always told we are wrong.

Mr. COLDWELL: I do not think that is the point. I do not want to enter into a discussion. We had better leave it. I do not think we had better enter into that discussion.

Mr. REID: He mentioned this plan of Gromyko.

The WITNESS: That question of policy is rather beyond my prerogative.

By Mr. Boucher:

Q. Did I understand you to say that the Canadian attitude was one in favour of international ownership of thorium and uranium and their by-products?—A. No, I would not say that is the Canadian position at all. The Canadian position on that matter is as yet undefined, and rightly so, until the whole implications of these things have been explored.

Q. That really was the Baruch recommendation?—A. Yes.

By Mr. Coldwell:

Q. That was your disagreement with him?—A. No, That was not mine.

Q. One of the points of disagreement?—No.

Q. I thought so from reading the evidence at the time.—A. No. The Canadian delegation have tried, and tried conscientiously, to let no predisposition enter our minds either for or against any of these measures that would prevent their full and adequate discussion. In fact, in the working of these little drafting groups that are trying to work out these very complex matters we have tried to take a thesis and tried as individuals to impartially offer every conceivable kind of argument in favour of that thesis. Then we have

tried to take the diametrically opposite view and impartially offer the arguments in favour of it, and then put the two sides of the argument side by side and look at the consequences and see which are the ones the conscience of the world can accept. We have been at it for a year, and we do not claim we are in any position to give judgment on ownership at all. It may be necessary. It may not.

By Mr. Boucher:

Q. It seemed to me in your previous statement when you mentioned Bernard Baruch as recommending international ownership that you did imply the hope that could be achieved and I did not know whether we were to take that as the Canadian policy.—A. No. If I did so I would be giving a wrong impression because, as I say, this business at the present time is exploratory. We do not know whether or not it is the right thing to do but I am going to say this that we are dealing with something which is entirely novel. It is a new thing. Enough of it can be carried around in a small motor car to destroy the great cities of the world. We have got to deal with it. There is no past human experience to help us in pointing out a course of action. We have got to set our minds to finding out what course of action we ought to follow. When we do make up our minds what has to be done about it we can be perfectly certain there are going to be a whole lot of things that need to be done that we are not going to like. I do not think anybody will like the treaty when it comes down.

By Mr. Fraser:

Q. I should like to ask the witness one question. Has your committee any jurisdiction over Great Britain where they are going to set up an electrical plant from atomic energy?—A. We have no jurisdiction. That is a matter for the British government.

Q. You have no jurisdiction over that?—A. None whatever.

Q. How would that work in with the Russian suggestion that every bit of this material be destroyed?—A. If the Russian suggestion were adopted the British plant would have to be demolished.

The CHAIRMAN: It is almost 6 o'clock. I do not think we should go any further.

By Mr. Cote:

Q. I should like to ask this last question. Assuming that the Russian point of view might be accepted would that mean the denial of an international police force? Mr. Gromyko has suggested disarmament and the destruction of whatever weapons of war are in existence. Would that mean the denial of the international police force that is supposed to be organized?—A. I would not think the two things are related.

Q. They are not?—A. Not directly. You see, what Gromyko suggested amounts to this, that we should merely do as we did in the Kellogg-Briand pact, outlaw the possession of atomic energy, make it an international crime, have a gentleman's agreement that nothing will be done about it and that is all. As was pointed out the effect of that is unilateral.

The CHAIRMAN: It is almost 6 o'clock. I have no doubt that the witness is fairly tired. He had a rather wearisome trip. I have no doubt that the applause which has been offered for your very clear and instructive address has been a reward to you.

Mr. COLDWELL: It has been most interesting.

Mr. COTE: I think we should move a motion of thanks.

The CHAIRMAN: We will have General McNaughton with us to-morrow morning.

Mr. COLDWELL: I was wondering if he would tell us something to-morrow about the possibility of industrial uses of atomic energy for peacetime needs. I think we have discussed the terrible side of it today.

The CHAIRMAN: I thank the members of the committee for being present in such great numbers and hope that to-morrow you will be as numerous. We will meet at 10.30.

The committee adjourned at 6 o'clock p.m. to meet again at 10.30 a.m. on Friday, June 6, 1947.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
June 6, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, we will continue where we left off yesterday. Some members thought it would be better if the questioning were done by rotation. I do not believe in that principle in a way because some members may not be ready or do not wish to put any questions, and it might be embarrassing for those who are at the end of the line. We will carry on the same as we did yesterday.

Mr. Low: That is good enough.

General A. G. L. McNaughton, Canadian Delegate, Atomic Energy Commission, recalled.

By Mr. Fleming:

Q. I did not ask any questions yesterday, and I have two or three I might ask. The first one is a rather general question. I am bound to say that yesterday's proceedings left me with a very depressed feeling. That was the impression that the evidence given yesterday made on me. I should like to ask the witness about the general atmosphere in which the commission is carrying on its labours at the present time. Is there evidence of sober confidence on the part of the delegates that they are really going to reach a general agreement and attain success in their efforts, or is there a feeling of frustration and futility on the part of the delegates, or some of them?—A. In answer to that question I should like to say that perhaps the impression of depression that I may have created is due in large measure to the seriousness with which we all view the task which is in front of the Atomic Energy Commission. I think if you were present at the meetings you would find that everybody takes a most serious view of the consequences of any failure to reach an agreement in this business of atomic energy and its control. I do not think that we can say that people are either optimistic or pessimistic at this stage. I do not think it would be right to say that as a general rule or general impression. There are periods of optimism and there are periods of pessimism that come over the group. What I think would more accurately describe the atmosphere is that it is one of determination to persevere in carrying the exploration of this matter forward, and certainly on behalf of the nations who think with the west a determination to arrive at a treaty, the drafting of a treaty, which will, in fact, if it were adopted, give the world the kind of control of atomic energy to the full extent which is necessary to safeguard against preparations for atomic war.

Q. You used the expression, "the nations of the west." If it should happen that a general agreement on the part of the twelve members of the commission is not reached is it possible that an alternative agreement may be reached on the part of some of the nations represented on the commission?—A. I think it would be the opinion of most of the delegates that they would deplore a separate agreement. You see all the way through it has been the desire of every one that the twelve nations should fully participate in the discussions. It is perfectly true that the point of view expressed by Mr. Gromyko and supported by the Polish delegation is in fundamentals different from the other ten nations who compose the commission, but one has the feeling—and I think the right feeling—that as we go on, with Russia and Poland fully represented not only in the meetings of the commission but in the meetings of all its committees and in these drafting subcommittees where they wish, there is constantly being put before the Russians a constructive attitude of mind and information bearing on it showing that these other nations are perfectly genuine in their desire to achieve control, and perfectly generous in not wanting to get any special advantage out of it. In the course of time the genuineness of that attitude must, some of us think, filter through to the people in the other nations who do not have those views at this time. That is all constructive and all helpful towards an eventual agreement.

As regards the responsibility of the commission I think the duty of the commission at this stage is restricted to the drafting of the kind of treaty which is needed, and that it is the duty of other channels of diplomacy, and so on, to consider how that treaty is to be brought into effect. I think the commission should keep to the business of the first stage, the drafting of the treaty; it is far better the members should concentrate on that than that they should extend into other fields as to the possible time at which it might come into operation. I hope that yesterday I did not create too much of an impression of immediate danger because in this matter I believe myself that there is an element of time available sufficient for the thorough and comprehensive study of these matters and the formulation of correct proposals. I do not think we have any time to waste but yet I do not see any reason for hysteria. I think that opinion is shared by the other members of the commission. In other words, it is not a temporary expediency solution that is being sought but one which has been thoroughly studied, analyzed and prepared to meet the long term view and be correct in the long term analysis.

Q. Would you care to hazard an opinion as to the likelihood of success being attained by the commission prior to the next meeting of the General Assembly of the United Nations in September?—A. I think it would be a very rash man who said one would or one would not reach a conclusion before the September meeting. The actual work in the drafting committees on certain phases of this problem is getting on very well. I have been very struck with the way in which the people associated together are beginning now to work as teams in tackling these problems. There is a sense of collective responsibility about these groups that we did not notice when we began our work nearly a year ago. People are beginning to work as groups and that is all to the good. As to whether we will actually be able to get a complete draft of a treaty by September personally I would say not. I think we will be able to bring forward by September a fairly complete picture of what an international agency to control these matters would look like. We would know fairly well most of the duties. There would be substantial agreement by at least ten nations out of the twelve as to the scope of the functions of the international agency and its duties, limitations, and so on. I think if we can get that drafted and report it to the Assembly that would be a very substantial step forward.

Q. There will definitely be an interim report at least?—A. When the Security Council referred the first report back to the Atomic Energy Commission to get along with the work it was requested there would be another report in September.

By Mr. Coldwell:

Q. I should like to ask which of these plans that have been put before the commission seems to be the one which is favoured by most of the delegates, the Lilienthal plan or the Soviet plan? At this moment is there any indication of favour of one or the other?—A. Yes.

Q. By the majority?—A. Yes. I would say ten nations out of twelve would not accept the Soviet thesis of proceeding by way of outlawry of atomic weapons and leaving to some later convention or conventions the setting up of the safeguards.

Q. That is what I gathered yesterday.—A. There are ten nations out of twelve that believe, and have so stated in season and out of season on every appropriate occasion, that a convention to prohibit atomic weapons is an essential part, but only one part of a broader convention which provides methods of control. The feeling in those ten nations, I think I can say without any doubt, is that the first proposal would be wholly illusory. It would be giving a false hope of peace to the nations of the world when we know that an act of that sort unsupported by measures to keep it in effect day by day would not be very helpful.

Q. I was going to ask with regard to the other two plans which seem to be most discussed just now?—A. There really is not a Lilienthal-Acheson plan. This was a general paper that was prepared by the committee of which Lilienthal was the chairman. They tried to assess and evaluate and make some general proposals. Certain of these proposals, but not all, were adopted by Mr. Baruch and embodied in the formal United States presentation.

Q. Have you got back in some degree to the first paper?—A. There is an indication in the proposals, particularly of the United States delegation, that the rather looser control Mr. Baruch proposed, particularly over the control of raw materials, should be tightened up somewhat on the lines of the Lilienthal-Acheson project.

Q. That project proposed, did it not, the control of the actual mining of the mineral?—A. Yes.

Q. What was our attitude on that? That is what I have in mind?—A. It proposed actual ownership of the mines. I expressed Canada's view on that somewhat forcibly on a number of occasions. Please do not think we were refusing on any selfish grounds to go into a project of that sort merely because we happened to be the possessors of raw materials. A selfish attitude on our part was furthest away from the reason for our taking that view. We felt that the one sure way to wreck an international development agency would be to say, "You will own all raw materials, all the raw uranium in the world", because they would then become the biggest owners of derelict real estate of any organization in the world. A person can get one of these Geiger counters, and they can go up in the Gatineau or some place down near Kingston and they can get a kick on the galvanometer showing there is uranium around. Immediately they would come and want to sell the stuff to the agency, and it would be very hard for the agency to refuse to buy it. The first thing you would know you would be owning real estate in every outlandish place in the world and you could not do anything with it. Then, too, it is probably only one of the things likely to be present. There may be a lot of other valuable products, and the agency would have to be mixed up in the gold industry, the mining of vanadium in Colorado, of tungsten in other places, of oil shales in Sweden, and I do not know what else. They would have no time left to deal with atomic energy. They would be

managing real estate. It was on that ground I expressed a very strong view that if one wanted to wreck an international agency one would favour the ownership of mines. That view was accepted and carried. There is a strong opinion forming—I do not know yet whether it will actually materialize—for the ownership of the source materials once they have been displaced from where they occur in nature, that is, in the mines, the ownership of them would pass to the International agencies when they have been brought up to the surface. Ownership is not a term which has been very clearly defined as yet. As I understand it it is not ownership in the ordinary sense of the word that is intended by the people who propose this, but rather something in the nature of a trustee title to the mineral, so that in its further stages of milling, refining and concentration and use in reactors, and so on, from the very beginning, the agency would have the say as to what happened to it. It is not ownership in the sense that I own this particular copy of this report. It is some kind of title in the agency, once the stuff is disturbed, that would give the agency the right to have the final say in what was to be done to the material at every stage. There is a good deal to be said for that thesis although I am not prepared to say we accept it. We do not yet know. It is one of the things that is being argued impartially pro and con at the moment.

Q. I asked the question because I wanted to bring out that phase of it.—A. Yes, it is very important.

Q. Some of the papers inferred that Canada had a vested interest, and that was the reason I asked the question.—A. I should like to assure this committee—

Q. I do not doubt that for a moment.—A. —that while we have important sources of this material I think it is in the minds of everyone associated with this problem that the real interest of Canada is not in the possession of some particular mineral or other but in the formulation of something which will give us security from the cataclysm which will come if we do not bring this business under control. Our interest is security. I am quite sure, having that interest, that we will pay whatever is the proper price to pay for security. We will pay what is proper, neither more nor less. I think that is the thing that must guide us and govern us in giving consideration to this matter, not only as to the proposals—and I say proposals because that is all we are working on in the commission—but also, if I may be so bold as to say so, the same conception must guide the House of Commons when the matter comes before you gentlemen for legislation. It is the security aspect that must dominate.

By Mr. Jacques:

Q. Am I correct in saying that the idea is to place absolute control of atomic energy, which in its present form is the decisive factor in warfare, in the hands of a small body of men who would assume world control of atomic energy and therefore atomic bombs? That is correct?—A. Shall I answer that question?

Q. Yes.—A. No, I would not say that simple statement really tells the story. The idea is, by means of treaties and conventions, to set up an international agency which will have control of these fissionable substances from the time they leave the mine until they are used up in industrial purposes for the generation of power or the preparation of isotopes for use in chemistry, physics, medicine, and so on, so that they will go along in the channel of peaceful use, and that if any nation should be seeking to divert them to war purposes there will be a warning at once that that is happening. That is the thesis that underlies the conception of the international agency. It is first of all to give a warning. Of course, once war breaks out, if war should break out, then the international agency, like every other organ of international collaboration, goes into the discard.

Q. To make that control absolute would they not have to have control of the bomb itself so they could use it as a threat to any nation which was, well, we will say putting the bomb to other than peacetime uses? Is there any guarantee that when this international body gets working—after all, it is composed of human beings no doubt with a lust for power—is there any guarantee to the rest of the world that that bomb will not be used as an absolute control over all nations? If a nation proceeded along a path which was not agreeable to the international control what would there be to guarantee that it would not be necessary to use the bomb? If someone had a bomb all that would be necessary would be to use the threat; to say that if you do not toe the line, then we have the bombs and you will have to take the consequences. It seems to me there is more than a risk there.—A. I certainly agree with you that there is very serious risk in all these matters. I think it is generally accepted that one part of the treaty, as I said yesterday, would be this outlawry of the use of the bomb under all circumstances, and the dissipation of any stock of bombs which may be in existence in the world. That is, the fissionable material will be withdrawn from those nations and used for peaceful purposes in reactors and so on for power. The bomb having been outlawed, its manufacture or its use would be an international crime of a most serious character.

Now, as to the future, the action taken at Nuremberg in the trial of war criminals has shown that anybody who commits an international crime is going to be dealt with, and I think the lesson of the Nuremberg trials would be one deterrent.

Q. You would not say that anybody who would break an international law would be punished?—A. Now, the other phase of it is this international agency. The stocks of this material used in the world would have to be known to this agency, and one of its duties would be to keep those stocks down to the minimum required for industrial purposes, to prevent the accumulation of stocks; and at the very least, through their world-wide contacts and their responsibilities to the United Nations, to give immediate warning if there was any indication of any nation whatsoever stocking this material for other than peaceful purposes.

Q. Let me put it this way. Suppose a country considered that its liberties were being threatened; therefore it considered it necessary to use armed force in defence of its liberties and threatened war against one or more other countries; now, under this arrangement would that country not incur the penalty of this international body, and be threatened with the use of the atomic bomb against it if it declared war? Or is it to apply only to the use of the bomb or bomb materials to warfare? In other words, is this completely international? Will it be used to stop all warfare for all purposes, or is it only specifically against the use of the atomic bomb in warfare?—A. The business of our commission is at the moment the latter part of your statement dealing with the outlawing of the atomic bomb and the setting up, or the proposal to set up, some sort of a system which will prevent the use of atomic weapons in war.

Q. It is purely and specifically against the use of atomic energy in warfare, is it?—A. I will quote from what I said yesterday when I referred to the resolution establishing the commission. Paragraph (c) of the items on which we are making specific proposals reads: "For the elimination from national armaments of atomic weapons and of all other major weapons adaptable to mass destruction."

That is what the commission has to do. The broader application you have indicated is something really for the United Nations itself.

Q. Would you say, General, that that would include all other weapons; the ordinary bomb is a very destructive weapon?—A. Well, certainly the two matters we referred to yesterday, chemical warfare and bacteriological warfare would come within the terms. The other weapons, the weapons known as conventional weapons, are being dealt with at the present time under the

Assembly resolution of the 14th of December last by the Security Council. They are trying to set up a system of dealing with conventional weapons, leaving out atomic energy and major weapons of mass destruction to the Atomic Energy Commission.

Q. One last question: If we remove the worst penalties of the war—in other words, make war more humane—do you not think that might encourage people to indulge in that pastime in the future? On the other hand, if all people realized what was going to happen to them as a result of the war—that is with regard to atomic energy, chemical and bacteriological warfare—do you not think that would be about the best preventive of war that one could think of? At least, it might be; I will not say that it is.—A. It may well be that what you say is right, because once a war breaks out there is no writ of international law which governs what will happen. The only deterrent to the use of these weapons will be the fear of retaliation or the sacrificing of some advantage and what we have to do is to try to persuade the nations of the world to get their minds working together and away from war if we can. At least we should remove the anxiety with regard to atomic warfare which is hanging over people's heads so that there will be at least a period of warning before the stuff is let loose. If we can remove anxiety by this convention and by the setting up of an international agency we have gone some way to prevent war or to make war unlikely.

By Mr. Knowles:

Q. Is not Mr. Jaques confusing the functions of the Atomic Energy Commission and the body dealing with conventional weapons on the one hand and the functions of the Security Council on the other?—A. Yes.

By Mr. Coldwell:

Q. Does it not all boil down to this, that there must be some international authority whose main function is to get rid of war and the causes of war?—A. That is right.

Q. And that is what the United Nations was set up to do?—A. That is right. That is my thought on the matter. There is one observation. There are certain wars that the United Nations might make in the future that are contemplated to be of a punitive character, where the idea, it seems to me, would be to reform people but not to wipe them off the face of the earth; but of all the weapons for police action of that sort that anybody can conceive, it seems to me the atomic bomb is the worst.

Q. In other words, police methods to put down aggression, but with the idea of reforming the nation in the end?—A. Yes.

Q. That should be the end of our penitentiary system too.

By the Chairman:

Q. Would not the ultimate goal of your commission be for the eventual stoppage of the manufacture of any of the atomic bombs for war purposes and the destruction of the stocks actually in hand at the time?—A. I would not use the term "the destruction of the stocks", having regard to the great civil uses of this material. One would salvage the stocks for peaceful purposes, if I may put it that way. The total destruction of stocks would be an act of vandalism.

By Mr. Jaques:

Q. Would you agree to this, that the main purpose should be to prevent war of any kind because once war breaks out then there would be no control over atomic bombs or mechanical warfare or any other sort of warfare; and I think, that being the case, perhaps the best deterrent of war would be the very

real terror of the people, of all people, as to what would happen to them or might happen to them in the event of war from the use of atomic bombs or chemical or bacteriological warfare?

Mr. MACINNIS: Mr. Chairman, could the situation be summed up in this way: if the nations of the world could come to any agreement on the matter of the atomic bomb then the psychological effect of that would be to remove from the nations that terrible fear, and to clear the way for cooperation in peaceful pursuits?

The WITNESS: The only thing I would add to that statement, Mr. MacInnis, is that it is not only the outlawry of the atom bomb itself, because I do not think that would carry that degree of confidence to the nations and to the peoples; it is the outlawry of the bomb associated with all these other measures I have referred to which will give that warning, and turn these things to peacetime purposes and so on. I am referring to these controls and safeguards. If you couple the two together I am with you.

Mr. MACINNIS: I had in mind that the outlawry of the bomb would require a very complete international inspection so that you would have exactly the same situation in every country with regard to the use of atomic energy. Is not that a factor?

The WITNESS: Again, I cannot quite subscribe to what you said in the terms in which you said it, because I do not believe many of the nations of the world would be satisfied merely with inspection. There has to be a positive measure of control and safeguards associated with the outlawry. If those things are done then you will get a feeling of confidence among the nations of the world: at least they are going to have a period of a year or so before this stuff may be launched on them. Then I think the way is clear for constructive measures.

Mr. MACINNIS: I included that in my term "inspection."

The WITNESS: Forgive me for being so insistent on bringing out those points. We have to be very careful that we put this case completely; because you see on the one hand we have before the commission the simple thesis from the Soviet Union supported by Poland, that all they want is a convention on the lines of Kellogg-Briand pact to outlaw war; and on the other hand we have the other ten nations saying, "Yes, we want to have these dread things outlawed, but there is no use trying to do it by itself; that must be associated with all these control measures and safeguards." We do not want to be thrown by an incomplete statement from one side of the argument onto the other side. Forgive me for making that plain.

Mr. MACINNIS: I not only forgive you, but I very much appreciate your reply.

By Mr. Coldwell:

Q. It amounts to this, that the Soviets must be prepared, with all the other nations, to relinquish some of their sovereignty and place that sovereignty—I believe it is an extension of sovereignty—in the hands of the international organization through this board.—A. I think that puts the matter in a nutshell. That is the situation. If we are going to have a world authority we would have to clothe it with powers, and powers can only come if the nations of the world are willing to entrust these particular functions to an international authority. We are doing it every day. Every treaty we make is a derogation from national sovereignty.

Q. Yes. Yet, in a way, it is an extension of national sovereignty?—A. In a sense, it is an extension of national sovereignty. The trouble with it is this;

I think you get these words coined and there becomes in the minds of some people a sort of passionate idea about their meaning. They do not stop to work out exactly what is involved. If you take the trouble to work out what is involved and state it, you will find there is no objection on behalf of the people. But, if you merely say to a fellow, "We have to give up national sovereignty", he thinks those are fighting words.

By Mr. Fleming:

Q. That leads to another aspect of it which has to do with the informing of public opinion. I think the impression the public has in general of this matter is that it is surrounded by such secrecy it is a matter for a small group of scientists and not a matter for public opinion. The fear engendered by the thought of it may be so great that the average man does not want to think about it but before very long, perhaps arising out of the report of the commission, it is going to be necessary for a decision to be made. Perhaps in this parliament and every parliament of the world it will have to be made, with some relation to public opinion. I would invite General McNaughton's statement on the steps that may be taken right now to see that public opinion is informed on the great issues which are involved in this tremendous problem of the control of atomic energy.

Mr. COLDWELL: Is not that part of our job?

Mr. FLEMING: It is part of our job but after all, there is so much science involved, I believe the opinion of a scientist will be of great importance. After all, how much does the average legislator know about dealing with this problem?

Mr. Low: You cannot publicize what you do not know.

Mr. COLDWELL: Dr. MacKenzie, the other night, gave an address on atomic energy over the radio which, I think, would be along the line of Mr. Fleming's thought.

The WITNESS: I also spoke on the radio the other night. The CBC ran a whole series for the purpose of trying to inform public opinion on these matters. I would also draw the attention of the committee to the fact that the Engineering Institute of Canada, realizing its responsibility for informing the public, devoted the whole of the Toronto meeting, in substance, to atomic energy. There were a number of very good papers presented there which, I imagine, will be in the next issue of the Journal of the Engineering Institute.

Further than that and more particularly related to the scientific side, a seminar was held in Hamilton two or three weeks ago. Those papers will also be published. Those two meetings were on the scientific side at Hamilton and on the engineering side at Toronto. A lot of very valuable information has been given so that the people can really understand and assess these various problems.

Then, all our work in the United Nations is very closely followed by the United States press, and particularly by the *Herald-Tribune* and by the *Times*. In the New York Press there are several columns of information every day concerning what is going on in this commission.

Mr. COLDWELL: It does not seep into any of our papers.

The WITNESS: Unfortunately, it does not to a sufficient extent. People such as Mr. Lilienthal are going around the country in the United States speaking on every appropriate occasion, as well as other people like Mr. Winne of the General Electric. Others, who are high authorities, are making speeches purely for the purpose of informing the public on the technical aspects so far as they are allowed to go from the security angle. You will find Mr. Osborne of the American delegation making speeches trying to inform public opinion. It is of vital importance that there should be an informed public opinion, not only

throughout the country but also in parliament and certainly before we try to legislate on these matters and take a decision. When we do there will be a parting of the ways.

Mr. COLDWELL: If I may say so, the information we have received on this committee is of great value. I believe all of us can make a contribution by making our next talk on parliament hill on the basis of the information we have received here.

By Mr. Winkler:

Q. Would not the development of peace time uses of atomic energy bring new problems and new responsibilities to the Atomic Energy Commission in the way of permitting vast uses of this material and at the same time maintaining control?—A. Yes, those problems of the peace time uses are very, very significant and very important. Again, we have a little time. These great developments are not going to take place over night. Fortunately, as I say, we have time available to think out how we are going to handle them.

By Mr. Jaques:

Q. May I ask the General another question, Mr. Chairman? I do not know whether he would care to answer it or not, but it seems to me pertinent at the present time. The nations are re-arming. As you may know, our debate in the House at the present time is on a measure concerning the armed defence of this country. Great Britain has voted for total conscription. If the problem of the atomic bomb was settled to-morrow and it were possible to do away with the threat of the atomic bomb throughout the world, would you care to express an opinion as to whether or not in that case, the nations would and could disarm completely?—A. You are asking me to make a pretty bold pronouncement. I think it is beyond the wit and wisdom, if I may put it that way, of any individual to answer that question. It becomes really a question of opinion. I would express it, not as an answer, but as a hope. If we were, in fact, able to bring the nations together, have a meeting of minds on the solution of the problem of the atomic bomb and on the problem of armaments generally which is being dealt with by the Security Council, if we had a meeting of the minds on those two things, that habit of a meeting of the minds might extend to almost any extent.

Q. But merely on the bomb itself; I do not ask you to express an opinion, but if you did, would you consider that if the problem of the atomic bomb itself was settled satisfactorily—A. The settlement of every problem carries on and permits of the settlement of the next problem. It is like a chain reaction. I hope I have made it clear that I regard the bomb as only one of the problems in the sphere of disarmament, all of which are closely interrelated. I regard it as a most important problem, but it is only one of many problems that have to be settled concurrently.

Q. I would include, of course, chemical and bacterial warfare with it. As I say, all countries are re-arming. I was just wondering whether, if the atomic bomb problem was settled once and for all whether, in your opinion, that would give the nations, what shall I say, the confidence to disarm altogether?—A. Again, all I can say in answer to that question is that the settlement of any controversy predisposes to the settlement of other controversies and that anything we can do to bring agreement is something which is of constructive value towards the peace of the world. I do not think I can go farther than that because I think people who are far better informed on international relations would have to be drawn in to express an opinion before it would be worth anything. My work is primarily restricted to these technical aspects rather than the political aspects.

By Mr. Fleming:

Q. To what extent has there thus far been disclosure either in the commission or the scientific committees working under the commission of the research processes and research results achieved in Canada and the United States? Would you in your answer, if you care to, link with that a statement on the relationship between the work you are doing down there and the work that is being carried on here in Canada by the Atomic Energy Control Commission which was set up here a year and a half ago. I think there is a similar body in the United States. Would you care to comment on that relationship?—A. Quite frankly, I would not care to comment on the peaceful uses at this time because I am here, summoned by this committee, in the particular capacity of the Canadian delegate to the United Nations Atomic Energy Commission. I have come briefed and prepared to answer, to the best of my ability, questions of that sort. Questions as to what is going on in Canada and other places, I do not think would be within my terms of reference here today.

Q. Then, General, would you confine yourself to the first part of my question about the extent of the disclosures within the scientific committees working under the commission?—A. Of course, everything new that has a security aspect is excluded from the information. Information can only come before the commission from the national delegates and they are only giving such information as they can, without detriment to their own security, the security of their own nation. I would say, in particular, a very large and important mass of scientific information has been furnished by the United States delegation. They have been in this matter in the biggest way of all; they have the broadest experience. Within the limits of security, as required by their legislation, they have made that information available to the committee.

Q. There has been a sort of limited pooling of the information that has been given thus far?—A. I would go on to say that I do not believe the work of the technical committee of the Atomic Energy Commission has been, in any way, seriously hampered by a lack of the scientific knowledge and information required to reach conclusions. They have had enough for that purpose and, at the same time, I do not think any nation has given information which would compromise its security.

Q. Has that position been generally accepted by all the nations or are some of them, who are not in possession of the information clamoring for more?—A. Any person who has not that information is always on a fishing expedition.

By Mr. Breithaupt:

Q. Mr. Chairman, I suppose the continuity of the secrets involved in the manufacture of the bomb is assured so far as the future is concerned. Having in mind human frailty, the passing out of the picture in time of those minds which have this knowledge, I suppose it is only natural to realize that on a matter of this importance, continuity is assured. Would the General care to comment on that or is that a leading question?—A. I do not mind commenting on that at all. The organizations concerned are very large. I do not think there is any danger of any discoveries which have been made being lost by reason of their being locked in the minds of one or two people.

Another thing, you spoke about security. What one set of minds has found out, other minds can find out as well. I heard the chairman of the United States Atomic Energy Commission, Mr. Lilienthal, the other day express in the most forceful language that security is only to be found in research and development. He went on to say it is the purpose of his commission to make everything we have at the moment obsolete as quickly as it can be done. In other words, security is not a static condition, it is a dynamic consideration. It comes from progressive leadership in the field.

Q. And the development of improvements?—A. Yes. Development and improvement.

Q. I have one other question to ask. Yesterday, I was much impressed with the statement the General made in connection with the devastating effect of these gases and these gamma rays after the bomb explosion at Bikini. I understood him to say that the ships were so affected it was not possible to go aboard even at this late date. Has the General any scientific knowledge as to how long that condition would last?—A. No. I may say, just so there will be no doubt about it, my information on that is general. It is not particular information derived from the United States, it is a matter of general knowledge. I was only repeating what is a matter of general knowledge. Certain of those ships are still reported to be radioactive and there is every reason, scientifically, to expect that they might continue so for a considerable period. There is also no doubt, and it would only be logical to deduce from the studies which have been made that methods of reducing that hazard are also known and on future ships there will be some method by which they can more readily be decontaminated.

By Mr. Coldwell:

Q. But perhaps not entirely decontaminated?—A. Not entirely.

Q. So that the danger to inhabitants on account of the gamma rays thrown up by a submarine explosion would still be immobilizing a ship for some time?—A. I am only talking as an engineer and scientist, not as anybody having any special information. I am going to put my answer in the form of queries. Certain materials, if you had a rusty deck for example, or rust on the deck, it would only be a matter of common sense to know that some of these radioactive materials might cling to the rust. There are certain paints to which it might not cling. If that is the case, you could swab the painted deck with salt water and remove the radioactivity. By applying engineering principles, you could reduce any of these hazards. Whether you can entirely eliminate them it is not for me to say.

By Mr. Breithaupt:

Q. How do scientists know that the ship is still contaminated? Do they put small forms of animal life aboard to make tests or how is that determined?—A. No, it is very easy to know when you are in an atmosphere which is dangerous from a radioactive point of view. Your standard protection is, first of all, the use of an apparatus known as the Geiger counter. The moment there is any radioactivity about it gives a recording on a meter. If that meter reading is above a certain amount you must not be in the area for more than a few minutes. If it is reading a little less you might, perhaps, be safe in that atmosphere for an hour or so. So it goes. Then everybody connected with this radioactive business has to carry a little sealed envelope with a photographic plate in it of a special kind. Every week that plate is taken away from him and is developed. The intensity of the blackening is measured and that tells how much he has been exposed during the period. If he has had too much then he is told by the doctor that he is not allowed to go into that particular environment again for a couple of months or so. He is put out of bounds. It is very easy to tell when a ship or any other place is dangerous from a radioactive point of view. It is a matter of routine precaution.

By Mr. Jaques:

Q. Is it true that they have far more powerful atomic bombs today than they had before?—A. Again I cannot answer that of my own knowledge, but I can again suggest to you that the actual efficiency of the explosion of the bombs that were exploded at Nagasaki was only a fraction of 1 per cent of the total

energy of mass in the bombs, and it would be highly unlikely if, with future engineering developments, its efficiency were not multiplied several fold. It is highly unlikely although I am not prepared to make that statement here.

The CHAIRMAN: The last issue of the *Reader's Digest* mentions the fact that with the new bombs it is not so much the material losses that will be involved as it is the fact that everything that is living within a radius of so many miles will be entirely destroyed. That is a horrible thing. It is pointed out that it will be ten times, a thousand times, worse than the original bomb in live destruction.

By Mr. Jaques:

Q. May I ask a technical question? I speak, of course, as a layman, but I read somewhere that the force of the present bomb is due to the changing of one element into another element. If I understand the article it is possible to change matter concretely into force. Matter ceases to exist and the whole thing is transmuted into force. Is that correct?—A. Equivalence is not between matter and force but between matter and energy. Energy is different to force. Energy is force operating through distance. It is of different dimensions.

Q. I should have said "energy". That is true, is it?—A. I think the Einstein theory of the equivalence of matter and energy has been abundantly proved; it is universally accepted by scientists now.

Q. In the same way, of course, that this force is turned into heat matter can be transmuted into energy?—A. That is right.

Q. And that accounts for the tremendous— —A. When these bombs explode the mass of the products of the explosion is somewhat less than the mass that was originally there, and the deficiency in mass appears in the form of the energy which is given out.

Q. You would say in future, of course, that proportion would be increased?—A. Possibly, yes.

By Mr. Fleming:

Q. Yesterday the witness referred to the right which had been accorded to Canada as a member of the Atomic Energy Commission to sit in on meetings of the Security Council without a vote when matters pertaining to atomic energy are being discussed. To what extent thus far has there been contact between Atomic Energy Commission and the Security Council? Has there been any occasion as yet for the exercise of that right, and what are the prospects of it?—A. Yes. The first occasion on which we felt we should take part in the Security Council was when the rules of procedure of the Atomic Energy Commission were put forward by the commission itself to the Security Council for approval. We felt that was a vital matter. I pointed that out at the time in a letter to the chairman of the Security Council, and the result was an invitation to myself to sit in the Council for the consideration of these rules of procedure.

Q. Did you participate in the discussion?—A. Yes.

By Mr. Coldwell:

Q. Was that not a rather interesting precedent in the Security Council when Mr. Gromyko did not use the veto to prevent your sitting down? Was that not an interesting precedent?—A. It was a very carefully worded resolution so that the veto would not apply.

Q. Did he argue the veto should apply?—A. It was put in such a way that it did not apply. Just how it was done by the chairman I do not know.

Q. One of the things that I think we should all be aware of is that the Russians have changed the procedure in the Security Council to some extent by abstaining from voting so that unanimity is not destroyed.—A. I have it here. It has been pointed out to me that the rule of unanimity only applies to matters

of substance and not to matters of procedure, and article 31, under which I went to the Security Council, is definitely a matter of procedure, so we got by with it that way.

Q. I wondered how it was done.—A. I think that was an important precedent. Then when the report came before the Security Council of course there were vital matters involved. I reminded the chairman of our interest and we were at once summoned, and there was no objection taken by anybody.

By Mr. Fleming:

Q. There have been those two meetings of the Security Council?—A. Oh, there have been many meetings of the Security Council.

Q. Meetings that you have attended?—A. There was a whole series of meetings of the Security Council when this report was under debate. I do not remember how many—four or five.

By Mr. Coldwell:

Q. That you attended?—A. Yes.

By Mr. Low:

Q. I think this phase of it has been pretty well covered. I wonder if we could go back to a phase of it which involves the production of the basic materials from the mines. Is it likely that the development of pitchblende claims that were staked by private individuals back in 1938 or 1939 prior to the outbreak of war will have to await decision by the Security Council?—A. I would not think so. The matter has been fully dealt with already by our parliament. The Atomic Energy Control Act passed last session prescribes procedure, and the rules and regulations have been issued.

Q. Well, that is only so far as the government takes over, is it not? Here are staked claims in northwest Canada, for example, that were staked out by private individuals in 1938.—A. As to any claims that were staked out by private individuals before the passing of certain orders in council which were extended under the emergency powers regulations nobody has been deprived of any proprietary right.

Q. Except that they are frozen; they cannot go in and develop them?—A. I would not say so. That is not my understanding. If they wish to develop there is no reason why they cannot. What cannot be done is that this highly dangerous stuff should be transported or sold without a permit.

Q. I was under the impression that the orders in council of September 15, 1943, I believe, froze those claims?—A. No, those orders in council only applied to ground where rights had not been granted as yet. As to persons who had a claim already it did not deprive them in any way of any proprietary rights that they had, but it said that in the future as long as these orders in council were in effect, that the Crown reserved the uranium rights on ungranted land to itself, a wholly proper proceeding, I would think, having regard to the tremendous danger of this substance.

Q. I agree with that.—A. It did not take away any rights. We could not do that under our legislation. Once people have rights I do not think parliament would contemplate depriving them of rights without compensation. I have never heard of it being done.

Q. I can understand that, but there is this part of it. If long delays occur and these men are assessed by the government for extension or actual work done on the claims without being able to dispose of them, or without being able to turn them over to the government for compensation, it will not be quite fair to those individuals?—A. That is not the situation as I understand it.

By Mr. Coldwell:

Q. The situation is that the government controls these highly dangerous substances after they are taken out of the ground?—A. Except in the case of the claims in the Northwest Territories where they have reserved it for the future.

Q. They were not alienated?—A. Unalienated.

Q. The only control is on the uranium.

Mr. Low: That was the point I wanted to get.

The WITNESS: It was just the same as when you put control on bootleg liquor. There was no intention of depriving people of their rights. It was just to make sure those rights were not exercised in a way that would be harmful to the body politic, and quite properly so. I do not think the government could have done anything else.

By Mr. Fleming:

Q. Having regard to the fact that the commission has twelve nations represented on it, including all the members of the Security Council plus Canada, to what extent can it be said to be widely representative? I am thinking about the reception that the report from that commission is likely to receive when it reaches the General Assembly, a body that more widely represents the other nations. Is there any attempt being made to keep nations which are not directly represented on the commission informed of progress? Is there just that report?—A. And other reports, too. Remember, we have already had three nations on the Security Council changed in the last year so there are three new nations which are now being fully informed. Remember further that the Security Council and the Atomic Energy Commission are organs that have been created by the Assembly as *persona designata* to do particular things on behalf of all nations of the world. In a sense they are agents of all nations of the world to study and do these things and bring out reports, so that everybody may have full opportunity for information. Any nation that expresses a desire is always at liberty to come and attend the open meetings of the commission where everything of substance is dealt with, and to get all the information they want.

Q. Have any of them exercised that opportunity?—A. When controversial things are debated in the open sessions there are many hundreds of people present. I do not know who they are. I know that representatives of other nations come and sit in the special place reserved for them indicating that the nations are taking an interest. Holland, for example, which was on originally, is showing a continuing interest in the affairs of the commission. Their people come to see us periodically to find out how we are getting along, and numerous other nations act the same way.

The CHAIRMAN: Any other questions?

Mr. COLDWELL: I think we might let General McNaughton go. We have given him a real question period. We have secured a tremendous amount of information. I think we should certainly express our most cordial thanks to General McNaughton and our appreciation of his very fine work and the fact we have such a well equipped scientist to represent Canada on the Atomic Energy Commission. I know I should like to say that.

The CHAIRMAN: In the name of the committee we thank you and your officials again. Before we adjourn I want to mention what will be the work of the committee on Tuesday, June 10, as agreed on by the agenda committee. We shall take Bill 132 respecting article 41 of the Charter of the United Nations. The witness on that day will be Mr. Hopkins, head of the legal division of the External Affairs Department.

The committee adjourned at 12 o'clock p.m. to meet again on Tuesday, June 10, 1947, at 10.30 a.m.

Canada, External Affairs, Standing Committee, 1947

(SESSION 1947)

(HOUSE OF COMMONS)

Government
Publications

(STANDING COMMITTEE)

(ON)

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 10

TUESDAY, JUNE 10, 1947

BILL NO. 132 (Letter F of the Senate), AN ACT RESPECTING
ARTICLE FORTY-ONE OF THE CHARTER OF THE
UNITED NATIONS

WITNESS:

Mr. E. R. Hopkins, Chief of the Legal Division, Department of External
Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1947



REPORT TO HOUSE

TUESDAY, June 10, 1947.

The Standing Committee on External Affairs begs leave to present the following as a

FOURTH REPORT

Your Committee has considered Bill No. 132 (Letter F of the Senate), An Act respecting Article Forty-one of the Charter of the United Nations, and has agreed to report it with amendments.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

MINUTES OF PROCEEDINGS

TUESDAY, June 10, 1947.

The Standing Committee on External Affairs met at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Present: Messrs. Beaudoin, Benidickson, Bradette, Breithaupt, Coldwell, Croll, Fleming, Graydon, Jackman, Jaenicke, Knowles, Low, MacInnis, Marquis, Winkler—15.

The Committee proceeded to consider Bill 132 (Letter F of the Senate) An Act respecting Article Forty-one of the Charter of the United Nations.

Mr. E. R. Hopkins was called. He made a statement relative to the principle of the Bill, was questioned and retired. The witness was assisted by Mr. John K. Starnes.

Clauses 1, 2 and 3 were adopted.

Clause 4 was amended by deleting "within fifteen days" from lines 2 and 4 and by substituting therefor the word "forthwith"—clause 4 as so amended carried.

Clause 5 was adopted.

The Schedule was adopted as well as the title.

Ordered,—To Report the Bill as amended.

Copies of Conference Series No. 2, 1945, Department of External Affairs, containing the Charter of the United Nations were tabled by the Clerk and distributed.

At 12.00 o'clock, the Committee adjourned until Friday, June 13 next at 10.30 o'clock.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

June 10, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: At our meeting on June 5 it was stated we would meet on Tuesday, June 10 to take evidence on Bill 132 (F of the Senate), respecting Article 41 of the charter of the United Nations. We have the pleasure of having with us to-day Mr. E. R. Hopkins, Legal Adviser to the Department of External Affairs. I suppose you all have the bill before you now, and I believe it will be in order to call section 2 of it, "Powers of the Governor in Council".

2. When, in pursuance of Article Forty-one of the Charter of the United Nations, set out in the Schedule to this Act, the Security Council of the United Nations decides upon a measure to be employed to give effect to any of its decisions and calls upon Canada to apply such measure, the Governor in Council may make such orders and regulations as appear to him to be necessary or expedient for enabling such measure to be effectively applied.

I believe it is the intention of Mr. Hopkins to make a statement at this time.

Mr. FLEMING: Before Mr. Hopkins begins may I ask a question? This bill comes to us from the Senate. Were any amendments made in the Senate?

The CHAIRMAN: Yes.

Mr. FLEMING: I do not know whether Mr. Hopkins intended to cover this, but it would be interesting to know what amendments were made by the Senate in the original text of the bill.

Mr. GRAYDON: Amendments as to penalties.

E. R. Hopkins, Legal Adviser, Department of External Affairs, called.

The WITNESS: Yes.

Mr. COLDWELL: I wonder if it would not be wise to have article 41 go into the record now.

The CHAIRMAN: Article 41 reads:—

The Security Council may decide what measures not involving the use of armed force are to be employed to give effect to its decisions, and it may call upon the Members of the United Nations to apply such measures. These may include complete or partial interruption of economic relations and of rail, sea, air, postal, telegraphic, radio, and other means of communication, and the severance of diplomatic relations.

If I understand it correctly the amendments were made to section 3 of the bill.

By Mr. Croll:

Q. Where are the amendments? Are they printed here?—A. The amendments were made as a result of discussion in the Senate External Affairs committee, and are incorporated in the present bill. As we come to the relative sections, I might mention the nature of the changes which were made.

By Mr. MacInnis:

Q. This is the bill as passed, not as introduced?—A. This is the bill as passed by the Senate. I wonder if I should say something in a preliminary way about the juridical aspects of the bill, bearing in mind some questions which were asked and which appear in the record of the last meeting. Some questions were asked about economic sanctions against Italy. The story there is that the Parliament of Canada passed in 1919 the Treaties of Peace Act. The terms of that Act empowered the Governor in Council to give effect to all of the provisions of the Treaties of Peace including the Covenant of the League of Nations which formed a part thereof.

By Mr. Graydon:

Q. It was through that then that the Governor in Council got the power to impose the sanctions they later withdrew in the Italian situation?—A. That is right.

Q. I asked that question of the minister when the debate was in progress on second reading. I could not find any parallel case to this in previous parliaments. That answers the question.—A. I think it might be useful to read into the record the provisions of article 16 of the covenant of the league pursuant to which, and supported by the Treaties of Peace Act, the order in council imposing economic sanctions against Italy was passed. Would that be useful?

Q. Yes.—A. Article 16 reads:—

Should any member of the League resort to war in disregard of its covenants under articles 12, 13 or 15, it shall *ipso facto* be deemed to have committed an act of war against all other members of the League, which hereby undertake immediately to subject it to the severance of all trade or financial relations, the prohibition of all intercourse between their nationals and the nationals of the covenant breaking state, and the prevention of all financial, commercial or personal intercourse between the nationals of the covenant breaking state and the nationals of any other state whether a member of the League or not.

What happened at Geneva was that the Council of the League of Nations determined that Italy having resorted to war against Ethiopia was a covenant-breaking state and a Co-ordinating Committee was set up by the Council and the Assembly of the League which recommended the kinds of sanction to be imposed against Italy. Pursuant to that, and pursuant to the Treaties of Peace Act, orders in council providing for those sanctions were passed.

By Mr. Coldwell:

Q. What was the date of that?—A. 1935. I commend to the members of the committee this White Paper which was published at that time. It is entitled, "Documents relating to the Italo-Ethiopian conflict." It is a very useful document, and was published under the authority of the Secretary of State for External Affairs in 1936.

By Mr. Fleming:

Q. Are copies of that still available?—A. I do not know in what numbers.

Q. Could we arrange to get copies?

Mr. GRAYDON: I think they are because I secured a copy of it from the distribution office before the debate on second reading.

The CHAIRMAN: I shall notify the secretary to see if they are available and to have them distributed to the members of the committee.

The WITNESS: Perhaps I might say this. One way of approaching the United Nations Charter might have been to proceed as was done in respect of the Treaties of Peace and the Covenant of the League after the last war, that is to say, instead of having Parliament approve the Charter by resolution it might have been an alternative method to proceed by a bill which might have included a clause similar to that contained in the Treaties of Peace Act, 1919, namely, a clause authorizing the Governor in Council to take such action as might be necessary to implement any of the provisions of the United Nations charter. That has not been the practice followed either here or in any of the commonwealth countries.

By Mr. Graydon:

Q. Why was the change made?—A. I cannot speak with authority on that subject. I would say that one reason would be that there is no urgency about some aspects of the matter, that the cautious and careful way is to examine the need for legislation as the need arises, or in early anticipation of the need, and to proceed as there is need for legislation. No doubt in the course of time there may be a series of United Nations acts which could then be consolidated, and you would then have a general United Nations Act. That is a question of policy upon which I perhaps should not say anything further, except to say that I think it is sensible.

By Mr. Coldwell:

Q. How many times was article 16 invoked?—A. I am not the most competent historian in the world on that, but I think it was invoked against the Soviet Union—not clause 1, which was the one I just read, but clause 4.

By Mr. Low:

Q. Would you say that the various occasions on which article 16 was invoked proved successful?—A. Well, "success" is a very relative term.

Mr. COLDWELL: One outstanding example was the Italian-Ethiopian situation. It was not successful, was it? It was not successful, because the real sanctions were subsequently withdrawn.

Mr. LOW: Why?

Mr. FLEMING: The real sanctions really never were started, not because the machinery fell down but because individual nations backed up on their commitments under the covenant. It is not a very creditable record.

Mr. COLDWELL: No, very bad.

The WITNESS: Perhaps I should go on to say that the Treaties of Peace Act in 1919 was based upon section 132 of the British North America Act under which the Parliament of Canada has authority to implement empire treaties. The Treaty of Versailles, in spite of the fact Canada later became a member of the league, was a treaty entered into by the British Empire. Consequently there was no need for reference to any other portions of the British North America Act to explain or vindicate the legislation.

By Mr. Graydon:

Q. In spite of the fact we had gone in as an autonomous country?—A. That was some time before the events of 1926.

By Mr. Fleming:

Q. Sir Robert Borden signed the Treaty of Peace. His Majesty entered into that treaty of peace through his Canadian ministers.—A. All of the countries of the Commonwealth signed, but it was an empire treaty. The British Empire is named as one of the principal and associated powers in that case. Provision was however made in the covenant for an entry as individual states of members of the Commonwealth.

By Mr. Graydon:

Q. I suppose before 1926 that had to be done on that basis until the Balfour declaration was spelled out?—A. That is right.

By Mr. Coldwell:

Q. How does this article differ from article 41 of the covenant.—A. Article 41?

Q. Yes.—A. It differs in two respects. Under article 41 severance of diplomatic relations is provided for, and I cannot find that in the league provision. It differs also in this respect that the provision in the covenant was an automatic *ipso facto* undertaking, whereas under the charter we are operating through the machinery of the Security Council.

By Mr. Croll:

Q. There are certain penalties laid down for violation of some of the conditions by individuals, Canadians. What happens when we have a similar situation to that described by Mr. Fleming when there is an utter violation by states? Is that covered by the charter?—A. When there is a violation of the provisions of the charter by a state?

Q. Yes, if they do not live up to it as they did not live up to the League of Nations Covenant, article 16. Suppose they do not live up to article 41—A. The executive organ, and the only executive organ with teeth of a kind, is the Security Council.

By Mr. Graydon:

Q. You regard the Security Council with teeth, do you?—A. I would say eye-teeth rather than dog-teeth.

Q. They certainly are not wisdom teeth so far.

By Mr. Croll:

Q. We are back at the Security Council which, of course, has the veto?—A. Provision is made for what is called the veto, yes. In the Security Council there are two kinds of questions which may arise. Questions of procedure require a simple majority of seven of the eleven, but any question of substance, such as those we are talking about, requires a majority of seven of the eleven including the concurring votes of the five Great Powers.

By Mr. Coldwell:

Q. To understand this provision you have to go back to article 39. Is that not right?—A. I think you must consider this in the light of all the provisions of the charter, and particularly those relating to the Security Council.

By Mr. Graydon:

Q. May I ask a question? I suppose in committee I may mention the senator's name. It is with respect to a point raised by Senator Roebuck in the debate on second reading in the Senate, which no doubt you have perused very carefully, where he raised the question of dominion provincial jurisdiction. Would you mind clearing that matter up for the committee? It had not occurred to me there was a conflict in jurisdiction, but he raised the question. I think it was raised on second reading in the House of Commons as well. Perhaps you can give us some information.—A. I think your instinct was right in that. The law officers of the Crown entertain no doubt of the constitutional validity of the legislation. In their view it clearly relates not only to the peace, order and good government of Canada but also to defence. It is justifiable under several heads of section 91. It concerns international relations. Its overall purpose is the maintenance of peace and security. Unless we take a very narrow and inhibited view of what is intended in the defence of Canada it seems to me that there is no question any more than that in respect of provisions in any constitutional document it is possible to have more than one view. It seemed to the law officers of the Crown, and to the others who have considered it, that there is no serious doubt as to the constitutionality of the Bill.

By Mr. Coldwell:

Q. You used the word "serious". Is there any doubt?—A. Not in my mind.

By Mr. Fleming:

Q. There is no question of our running foul of the Privy Council decision on the 1935 legislation of Mr. Bennett on the eight-hour day, and so on, which was based on the I.L.O. conventions?—A. I think not, for the reason this legislation differs in character.

Q. This relates to defence?—A. Peace, order, good government, defence, and other heads of Section 91. The over-all purpose of the U.N. is the peace and security of all.

Q. Might it be put on some other ground than peace, order and government? We are not going to be in a state of emergency all the time.

By Mr. Knowles:

Q. This legislation does not give the Governor in Council these extraordinary powers at any time. It is only when in pursuance of article 41 Canada is called upon to take certain steps by the United Nations?—A. That is right. There would have to be a serious condition in international affairs before the powers confined to this Bill could be exercised.

By Mr. Low:

Q. That brings up another point. We talk about peace, order and good government. My friend from Eglinton has put his finger on the very point that this committee ought to consider. The federal government can say that anything relates to peace, order and good government. In recent years the federal government has certainly encroached step by step on provincial powers by the claim that there is an emergency and that it relates to peace, order and good government and therefore certain matters usually considered as provincial come under the jurisdiction of the dominion. There is a point in connection with that. But for the moment I should like to ask the witness to refer to article 2 of the United Nations Charter, section 7. I will read section 7, and I want to ask you some questions by way of clarification because this bill relates to this section.

Nothing contained in the present charter shall authorize the United Nations to intervene in matters which are essentially within the domestic jurisdiction of any state or shall require the members to submit such matters to settlement under the present charter; but this principle shall not prejudice the application of enforcement measures under chapter 7.

The first thing I should like the witness to clarify is, as specifically as possible, what is the precise meaning of the language "matters which are essentially within the domestic jurisdiction of any state"?—A. I do not know of a more difficult question that could be addressed to an individual at any one time than that particular question.

Q. Hear, hear.—A. As you know from reading the report, the problem caused great difficulty and trouble at the General Assembly of the United Nations during the second part of its First Session. The Canadian delegation was in doubt as to the precise meaning of that phrase, and suggested that, in the particular circumstances of the India-South Africa dispute, it would be a sensible sort of matter to refer to the International Court of Justice. It is a very difficult question. It does not however rise in connection with this bill.

Q. Does it not? Just name me three or four matters which come under that particular phrase that would affect Canada?—A. We are dealing with chapter 7 here, which is excluded from article 2 (7).

Q. I understand so.—A. Which is explicitly excluded from the sense of paragraph 7 of article 2. I cannot clearly see the relevancy of discussing that clause in relation to this bill.

Mr. GRAYDON: May I intervene there? I think Mr. Low has something there. It may be that it is a situation that has not come to the attention of members much but actually there does seem to be somewhat of a conflict between section 7 of article 2 and article 41.

Mr. Low: That is exactly right.

Mr. GRAYDON: Which does interfere with domestic jurisdiction.

Mr. MACINNIS: I think we should define what they mean by "state." I may be interpreting Mr. Low wrongly, but I think he has in mind here that the state would be a province in Canada or a state in the United States or a state in Australia.

Mr. Low: No, I had not that in mind at all.

Mr. MACINNIS: I am taking that from what went on before you referred to peace, order and good government. If that is not what you had in mind then I do not think there is anything in the point.

Mr. COLDWELL: You remember, Mr. Graydon, at San Francisco the original wording of the Dumbarton Oaks arrangement was "solely" and it was changed to "essentially." The word "essentially" is less strong than "solely." I would think that matters such as the granting of citizenship, immigration and so on, would be essentially within domestic jurisdiction, but anything which involved a risk of war and upsetting international relations would then fall into the other category of international concern. I do not know whether I am right in that.

The WITNESS: Yes. I think Mr. Low has a good point, except for the concluding words of paragraph 7 of article 2 which states that this principle, namely, the principle of domestic jurisdiction, "shall not prejudice the application of enforcement measures under chapter 7," in which is included article 41.

Mr. Low: That is exactly right, and I wanted to bring out that very point that the whole of this charter was written in such vague terms, without any specific meaning attached to any of these clauses, that it is most difficult for us to know exactly when things are essentially within the domestic jurisdiction of the state and when they are not.

The WITNESS: I agree with that, but that is not a question which arises in connection with the bill.

Mr. Low: Oh, it has a great bearing on the very bill which we are considering.

By Mr. Knowles:

Q. It seems to me that article 41 gives the Security Council the right to ask member nations, Canada, to take certain steps?—A. Correct.

Q. This bill is simply a case of the Parliament of Canada working out the details as to how we will carry out those steps. If there is anything in this bill which interferes with provincial rights—which I for one do not see—it is not a decision that the United Nations is taking. It is an internal matter and is a decision we are taking. We can do it this way or some other way, but you certainly cannot say that article 41 or the United Nations has, in this situation, interfered with provincial rights in this country.

Mr. FLEMING: That was not said.

The WITNESS: It is a decision which we would take here as a result of treaty obligations contained in the Charter, by virtue of article 25, which has been approved by the Canadian parliament, and which says that the member nations undertake to carry out the decisions of the Security Council in enforcement matters.

Mr. GRAYDON: That brings us to another point. The United Nations does not care how we do it as long as we carry out the obligations we have under the charter. It is our job to see that it is constitutionally done by our properly constituted authorities in Canada.

The WITNESS: That is right.

Mr. GRAYDON: May I ask this question? Have the provinces been consulted, or any of their legal advisers, with respect to the constitutional position of the dominion in this matter?

The CHAIRMAN: That is quite a question.

Mr. CROLL: I think that is an unfair question to ask him. It is a matter of policy.

Mr. GRAYDON: I do not think there is any policy involved in it.

Mr. JAENICKE: Do you seriously believe there is a constitutional question involved in this?

Mr. GRAYDON: I am only quoting them.

Mr. JAENICKE: Surely we can make a treaty with another country.

Mr. GRAYDON: Let us keep on the ground in this matter. I am only raising one point which was raised by a prominent senator in the Senate. For that reason I think it deserves some attention here. He is a pretty able and competent counsel.

Mr. CROLL: Has Mr. Hopkins not just said that there is not the slightest doubt in their minds about jurisdiction?

Mr. GRAYDON: There is never any doubt in the government's mind about anything they do.

Mr. CROLL: We are bound by what the government thinks in this case. He says there is not the slightest doubt about it. It may be that the senator may be wrong.

Mr. GRAYDON: It is possible but we ought to know.

Mr. CROLL: He said he is wrong, and he is our authority at the moment, not the senator.

Mr. GRAYDON: Why should I not be allowed to ask the question as to whether or not the provinces have been consulted?

The WITNESS: I would be pleased to answer that.

Mr. GRAYDON: If it is as ticklish as that I begin to get suspicious.

Mr. CROLL: Do not get so suspicious. Give me the reason why. I do not think the dominion government should be put in the position at any time of having to consult the provincial governments as to what is the jurisdiction of the dominion government. That is the point.

Mr. KNOWLES: They consult the Parliament of Canada.

Mr. CROLL: Right. They interpret the jurisdiction and consult the parliament of Canada. That is my point. I think generally that is the attitude of the government.

Mr. GRAYDON: Let us suppose that the situation arises where the enforcement of these sanctions touches an individual or corporation in some province. Then they go to the court and they say, "You have not any right to do this." Have we got to wait on this matter and have a reference to the Privy Council again like we did in 1935 when it was some two or three years afterwards before we knew where we stood? Do we have to do that before we know what our position is so far as our respective jurisdictions are concerned in regard to this matter? I do not think that is quite right. In a matter as important as this, if there is any doubt at all—apparently there is doubt in some members' minds and at least in one senator's mind—I should have thought there would be nothing suspicious about suggesting that the provinces might be consulted.

The WITNESS: I think it is correct to say that Mr. St. Laurent replied to Senator Roebuck, and I understood that Senator Roebuck was satisfied with the explanation given by Mr. St. Laurent.

Mr. GRAYDON: We have no evidence of that because they do not report the committee.

Mr. JAENICKE: It seems to me the only way these sanctions can apply and interfere with mercantile business is by export and import control, and surely that is within the jurisdiction of the dominion parliament.

Mr. GRAYDON: It cannot always be export and import control because under this Act there are a lot of other matters outside of export and import, things that may not be normally under dominion jurisdiction which are covered in this.

By Mr. Low:

Q. There may be some property and civil rights.

Mr. CROLL: Let us assume, as you point out, that corporation A has imposed upon it certain sanctions, fines, or penalties; until such time as the courts of the country say otherwise they would be bound by whatever this parliament did, and therefore it would not hold it up at all. It is a matter of being bound by the law of the land until such time as some court says it is not the law of the land.

Mr. KNOWLES: The concurrence of the provincial premiers would not be necessary.

Mr. GRAYDON: I think that is over-simplifying it.

Mr. CROLL: I must say we are going far afield.

Mr. COLDWELL: As a matter of fact, you people are lawyers but as a layman I would say that if the legal advisers of the government and of this committee are satisfied that there is no difficulty in this regard we have to accept their opinion pretty well until such time as a case is decided, as Mr. Croll says,

which upsets that opinion. I cannot see the force of asking the provinces to express an opinion on what is considered to be within the jurisdiction of the federal parliament. We would be running to them all the time.

Mr. CROLL: We would never get anything done.

Mr. GRAYDON: You might get a lot of things done better.

Mr. COLDWELL: I do not think so. You know better than that.

Mr. Low: I did not bring up this question on clause 7 of article 2 for that purpose at all, not to put forward the view that this bill might encroach on provincial powers.

The WITNESS: No.

Mr. Low: But I am interested particularly in finding out if possible if there is anything at all, if there is even the slightest evidence that can be brought from any document under the United Nations charter that would tend to show that there is any legal or constitutional binding upon the Security Council or any other legislative or executive or judicial body under the United Nations organizations that would bind them. What I am trying to get at is, if I may put it this way, that the charter has been drafted in such a vague way when you try to bind any legislative, judicial or executive body under U.N.O. in a legal constitutional manner you just cannot do it. Am I right or wrong? Can the witness bring anything from the charter itself to show that there is anything binding upon the Security Council in the application of any sanction or any measure in which they have to intervene for the purpose of keeping the peace?

The WITNESS: The Security Council is charged with the responsibility of maintaining peace.

By Mr. Low:

Q. Is there anything that binds them?—A. In the discharge of their duties?

Q. Yes.—A. Well, there are the provisions in the charter governing procedure, and so on. It is provided, for instance, that there are three courses that the Security Council may take; first, settlement by negotiation; second, the possible imposition of so-called economic sanctions, and finally, as a sort of last resort, the calling out of troops. The Security Council is charged with the responsibility on behalf of all the members of the U.N. and it is its job to proceed to do it. It is for any organ to do its duty. It is the same for the General Assembly.

Mr. KNOWLES: The governing clauses certainly have the word "shall" in them repeatedly, 39, 40, 44, 45.

Mr. Low: That is not the question at all.

The WITNESS: "The Security Council shall determine the existence of any threat", and so on.

Mr. Low: Take that one. What is there that is legally binding on them to do it? Where is it?

Mr. KNOWLES: What is there that is binding on Canada to carry out the provisions of the B.N.A. Act?

Mr. CROLL: Is that not section 25?

The WITNESS: I think I can try and develop what jurisprudence there is on this. The ultimate sanction behind any international organization is the states which are members of the organization and which have agreed, by a treaty in the nature of a constitution to establish it on certain terms. It is a treaty of a special character, a "constituting" treaty. The member states

have an obligation *inter se* to see to it that the provisions of the Charter are carried out by these organs, the General Assembly, the Security Council, and the others. It is not much more than that at this stage. There is no such thing as an international legislature at the present time.

Mr. Low: That is right.

Mr. CROLL: Let us discuss a particular case and see where we get.

Mr. Low: I think Mr. Hopkins put his finger on the answer when he said that there is at present no international legislature, and therefore no responsibility whatever and no constitutional or legal binding.

Mr. GRAYDON: There could not be.

Mr. Low: I agree. I just want to bring out that point because it is important.

Mr. GRAYDON: May I suggest that any nation has the right to withdraw from the United Nations. I think that touches the root of the whole thing. This country could walk out to-morrow without any obligations whatsoever to the United Nations.

Mr. Low: Is that correct, without any obligations?

Mr. GRAYDON: Yes. So far as I know there is not even a notice needed under this charter as there was under the League of Nations.

Mr. MARQUIS: This matter concerns international affairs. Therefore it is not provincial business. I want to compare it with the Criminal Code. The federal government has jurisdiction on criminal matters, but in some cases there are sanctions concerning civil rights. You have in the Criminal Code certain sections which deal with damage to property. The judge is entitled to fine the accused, and to oblige him to pay an amount for the purpose of repairs, if I may say so. Here we have an international agreement, and I think it is up to the federal government to apply the rules which concern the matter, not the provincial governments. Naturally I would not venture to say if that bill is passed where it should apply. That is a matter of jurisdiction, but I think the provincial governments have nothing to do with it because you would be giving jurisdiction to the provincial governments to enforce an international agreement. As to sanctions and the application of the rules that is perhaps quite a different matter.

Mr. COLDWELL: Was it not debated very extensively at San Francisco? Is there not a difference between the United Nations Charter and the League Covenant? The League Covenant, as I understand it, gave power to the council of the league to decide whether something was solely within domestic or international jurisdiction. At San Francisco, as I recall it, it was proposed that a provision should be inserted in the document which would refer such matters to the Court of International Justice. That was not done. As a matter of fact, is it not true to say that in the final analysis the decision is left almost entirely in the hands of each individual nation to decide what is essential within its domestic jurisdiction? As far as I know there is no authority anywhere for any reference to the international court or for the Council or Assembly to decide it. It is left open at the moment to the individual nations to decide themselves what is essential.

Mr. CROLL: Are you right on that?

Mr. COLDWELL: I think so. I do not know whether I am right

The WITNESS: Not quite.

By Mr. Coldwell:

Q. Would you explain where I am wrong?—A. You have the correct historical background, but I think the conclusion at the end might have been expressed somewhat differently. There is no provision in the charter for compulsory reference to the International Court of Justice as to the meaning of the domestic jurisdiction clause. There is nothing in the Charter which says the General Assembly shall decide that. There is nothing in the Charter which says the Security Council shall decide that. On the other hand, the International Court of Justice is the principal judicial organ of the United Nations, and that is provided in the charter.

Q. There is nothing in the charter which compels reference to that body.—A. Therefore it is open to the General Assembly or Security Council to refer the matter, if they so desire, for a definitive judicial determination by the International Court should either of those organs decide to do so. Further, it is not quite correct to say it is up to each state to decide because it would be open to the Assembly at the next regular session to say, "We have had enough of this fooling around."

By Mr. Marquis:

Q. A reference can be submitted to the International Court of Justice to decide such a point?—A. Yes, a reference may be made to the International Court of Justice by the General Assembly of the United Nations on any point affecting its jurisdiction or any other legal question.

By Mr. Graydon:

Q. And the Security Council?—A. And the Security Council has a corresponding right by virtue of the Charter. The Economic and Social Council has not that right by the charter but was given that right by a resolution of the Assembly passed pursuant to the Charter at the last meeting.

Q. It was argued very strongly in London, but the Economic Social Council was finally not given that power. Then, later a resolution was passed.—A. That is right.

By Mr. Marquis:

Q. Who will decide if it is a domestic or international affair?—A. There is a precedent about that, of a kind, and that is in connection with the India-South Africa dispute at the last meeting of the General assembly. It is always open to any organ to decide, *ad interim* and tentatively, the limits of its jurisdiction. It might be right or it might be wrong. No organ can function unless it has formed a conception of the extent of its jurisdiction. So, it was open to the General Assembly to decide in a preliminary way whether it had a right to pass resolutions expressing doubts as to whether the conduct of South Africa, for instance, was or was not within the terms of the charter and to decide whether they were obstructed in that by reason of paragraph 7 of article 2 about domestic jurisdiction.

There were those at the Assembly who entertained some doubt as to the application of the domestic jurisdiction clause to the particular circumstances of the India-South Africa dispute. The Canadian delegation, rightly or wrongly felt it was sufficiently doubtful that the matter should have been referred to the International Court of Justice. On the other hand, two-thirds of the General Assembly did not feel such misgivings. They felt there was nothing to prevent a resolution. I do not know how much of this should go on the record.

Mr. COLDWELL: It is a matter of public record.

The WITNESS: The majority felt that there would be nothing contrary to paragraph 7 of article 2 if they were to pass a resolution in the form in which it finally was expressed. It was in a somewhat watered form as compared with the original proposal of the Indian delegation.

By Mr. Croll:

Q. Let us follow that up. Mr. Coldwell and I were just discussing it. The dispute finally landed before the court?—A. No.

Mr. FLEMING: It was South Africa's proposal that it go there.

By Mr. Croll:

Q. It did not go beyond that?—A. No.

Q. Assuming it would have landed before the court, could South Africa have refused the jurisdiction of that court?—A. I think the answer is no. If I may explain two kinds of jurisdiction the court has; one is the kind of jurisdiction which it exercises as between two disputing parties, but that is not the sort of question which was in argument in this case. This was a question of the jurisdiction of the General Assembly to take a certain course. The General Assembly, as a body, has the right to refer that issue to the International Court, certainly by a two-thirds majority, regardless of the attitude of any dissenting member. That would not be tantamount to settling the dispute. It would settle a preliminary question of jurisdiction which depended upon law and facts, and mixed questions of law and facts. It seemed the sensible thing to the delegation so far as Canada was concerned, to refer that question of jurisdiction. The South African government, as I recall it, was prepared to have that preliminary issue referred to the court.

Q. In that case?—A. In that case.

By Mr. Low:

Q. Would there be any appeal from a penalty applied under this bill to the International Court?—A. Any right . . . ?

Q. Any right of appeal to the International Court from a penalty applied under this bill?—A. There is no penalty applied because the General Assembly—

Mr. KNOWLES: Mr. Low is thinking of the penalties Canada might apply to her citizens.

The WITNESS: Because the General Assembly, as a body, cannot impose penalties.

Mr. MARQUIS: If the penalty is imposed here, the International Court of Justice has no right whatever. No appeal could be lodged with the court from such a decision.

Mr. KNOWLES: No, those penalties would be imposed internally.

By Mr. Low:

Q. In the case of a penalty applied against a nation, would you say there would be an appeal?—A. It seems to me if both parties to the dispute are parties to the statute, and have excepted unconditionally the jurisdiction of the Court, it would be feasible to have the International Court look at the whole of the matter, including the jurisdiction of the General Assembly. However, I must say that I have not briefed myself in perpetuity on these things. We have to consider them as they may arise.

Q. I have not quite finished that clause under article 2. I do not want to labour the point, but there is some information I should like to secure which would give me a background upon which to judge whether or not this

bill which we have is a good bill. I wonder if the witness would mind giving me the benefit of his legal advise on that word "intervene" in the second line.

Nothing contained in the present charter shall authorize the United Nations to intervene—"

The CHAIRMAN: Where is that?

By Mr. Low:

Q. It is in clause 7 of article 2 of the charter?—A. I would hesitate in attempting a definite interpretation of that, as any lawyer is in answering a hypothetical case in the absence of a particular set of facts to which his opinion is to relate. I think I can say this that the keynote speech of the Canadian Delegation in New York has something to say in general about the construction of the Charter which might be put in the Record. Have you read it, or would you like to have it read into the record?

Mr. COLDWELL: I think it might be a good idea, because we took the view that the jurisdiction in the charter should be a matter of resolution.

The WITNESS: Here is the extract from Conference Series No. 3, the Report on the second part of the First Session of the General Assembly, on page 166. This is an extract from a statement by the Chairman of the Canadian delegation which was made at that time. It has a bearing, in so far as general observations can bear, on the questions which Mr. Low has asked.

This Assembly will be required to give a practical interpretation of some of the most important provisions of the charter. In establishing these precedents, it is necessary to remember that it is a constitution which we are interpreting and not a domestic statute. I venture to suggest that the charter, to be successful, must be interpreted in such a way as to encourage its growth and adaptation to changing circumstances. The peoples of the United Nations have a right to expect that, wherever the meaning of a provision of the charter is doubtful, this Assembly will interpret it in the way best calculated to strengthen the authority and prestige of the United Nations. We would like to see provisions which add to the authority of the United Nations or of its organs and officers broadly interpreted and those which detract from the authority of the United Nations given a restrictive interpretation.

Mr. COLDWELL: That is a very good statement.

By Mr. Low:

Q. In the last clause of that same section it says,

This principle shall not prejudice the application of enforcement measures under chapter 7.

What is meant by "this principle"?—A. I think it refers to intervention in domestic jurisdiction, whatever that phrase might mean.

Q. Then it is quite possible, is it not, that intervention could be made in domestic affairs under the enforcement measures of chapter 7?—A. Oh, I think so. There is no doubt about that.

By Mr. Knowles:

Q. That would be by decision of the Canadian government?—A. Yes, it would be by decision of the Canadian government to implement a decision of the Security Council which we are required to do by the terms of the United Nations Charter.

The CHAIRMAN: If I may be permitted, I will ask Mr. Low if he will enlarge upon what he had in mind when he spoke of intervention in provincial matters.

Mr. Low: I do not think provincial matters enter into this, I am speaking of federal domestic matters.

The CHAIRMAN: At the beginning of your remarks, you said there may be danger of overlapping of jurisdiction between the provinces and the dominion.

Mr. Low: Yes, but that was cleared away.

The CHAIRMAN: It was cleared away to your satisfaction?

Mr. Low: Oh yes, I am not now thinking of that point at all, Mr. Chairman. I am trying to follow another line which is so vague that it means this whole charter needs considerable discussion and exposition in order to get anything like a picture of what would happen.

If you refer to article 39 of chapter 7, you have a statement that the Security Council shall determine the existence of any threat to the peace, breach of the peace or act of aggression and shall make recommendations, decide what measures shall be taken in accordance with articles 41 and 42 to maintain or restore international peace and security. I am puzzled a bit about the precise meaning of that term, "any threat to the peace". The Security Council has the responsibility of deciding what constitutes a threat to the peace. What might that involve?

Mr. KNOWLES: There have been months of argument over that.

The WITNESS: That might involve the Security Council deciding that there was a threat to the peace.

By Mr. Low:

Q. You see how that is relative to the bill we are discussing. "Any threat to the peace"; I should like to get, if I can, some clearly comprehensive statement on what they would consider a threat to the peace.

Mr. MARQUIS: I understand, Mr. Low, your point is this; the members of the Security Council may decide that something is a threat to peace when it is only an internal dispute. That might be so, but I think we are bound to accept the jurisdiction of the Security Council on that point. Perhaps they may abuse it.

Mr. COLDWELL: Is that right? Take civil war, for example; it is specifically excluded from the jurisdiction of the Security Council unless that civil war has a bearing on the international situation.

Mr. MARQUIS: Yes, but that is the point. It is up to them to decide whether it has a bearing or not.

Mr. COLDWELL: Of course, the decision is one for the Security Council.

By Mr. MacInnis:

Q. Have many decisions been made on that point? I believe the cases of Iran and Greece are cases in point. The powers which brought these matters before the Security Council contended they were threats to the peace and the powers on the defensive said they were internal matters.—A. I am a simple lawyer in the worst sense of the term. Mr. Reed and Mr. Riddell, who are known to the committee, are our experts on what has happened in the Security Council. I think discussions were held on that subject by the committee when Mr. Reid was interrogated on the Report, so that I am somewhat hesitant at professing to be a historian on the exact procedures followed.

Mr. COLDWELL: You are not here as a historian, you are here as a lawyer.

Mr. KNOWLES: There is no standard, in answer to Mr. Low, set down as to what would be a threat to the peace or an act of aggression; that would be a matter for the Security Council.

The WITNESS: It is for the Security Council—I cannot decide it.

Mr. COLDWELL: Does not the paragraph you read from what the minister for External Affairs for Canada said at New York pretty well explain to Mr. Low what all of us feel about the matter, that it is vague and it had to be vague because the nations which set up the charter sharply disagreed on many particulars and consequently there are compromises throughout this whole thing?

The WITNESS: Yes, it had to be vague at the commencement. It is hoped that a sort of jurisprudence will grow up around it as it has grown up around the British North America Act.

Mr. MARQUIS: I do not think all this discussion is very practical because we cannot change the sections of the Charter of the United Nations. We have to take the Charter as it is laid down and try to find out what kind of sanctions we may impose upon our citizens in order to carry out the principles elaborated in the charter. No matter how we may discuss the matter, those are the powers of the General Assembly and we cannot change those powers to-day. We cannot amend this Charter at all. These are the general rules and we have to find out what kind of regulations or sanctions we may apply on such particular occasions.

Mr. Low: Would not Mr. Marquis admit that it is wise to find out some of these things and their possible effect before we tie our hands completely?

Mr. FLEMING: I wonder if our hands were not tied by our adherence to the charter, by the decision which was taken a year and a half ago? After all, we are not purporting to change article 41, nor are we purporting to change article 25. The only question, as I see it, before the committee is this; is what we are being asked to do now necessarily and properly done in pursuance of the obligation we have assumed? That will give rise, it seems to me, to two questions: first of all, is this the proper way and, secondly, is there a better way?

Now, I do not know that we have heard Mr. Hopkins fully. He was making a statement and he got about two sentences of his statement made when this barrage of questions began. Has he anything more to say to us? I do not want to discourage discussion in the committee, but it seems to me we have been batting the ball around the table since Mr. Hopkins started his first few sentences.

Mr. COLDWELL: I agree with what Mr. Fleming says that we should hear Mr. Hopkins. After all this Charter was adopted by the United Nations and by votes in both the House of Commons and Senate we expressed our adherence to the Charter.

Mr. MacINNIS: I think there is a word which should be said there in fairness to Mr. Hopkins. Mr. Hopkins is not in a position to say there is a better way because this is the way the government has adopted. Consequently, Mr. Hopkins cannot state that the government has done wrong and he has a better way.

The WITNESS: I would be hesitant to say so.

Mr. COLDWELL: Let us hear what Mr. Hopkins has to say.

The CHAIRMAN: No doubt I have been lenient, but I have been lenient because I think it has been a good discussion. However, I think it would be a good idea to hear Mr. Hopkins now so that we may try to pass this bill at this sitting, if we can.

The WITNESS: I believe my limited fund of knowledge has been well drawn upon by the committee. There is nothing more I have to say except to suggest that we might go through the bill section by section. I think all the general jurisprudence has been gone over.

The CHAIRMAN: Shall clause 2 carry?

Carried.

Clause 3? I do not believe you expect me to read these clauses.

Mr. JAENICKE: No, but what about the last three lines,

—and any such Court may make rules governing the procedure upon any proceedings taken before such Court or a judge thereof under this section.

Have we not got rules of procedure?

By Mr. Graydon:

Q. That would give the legislation a black eye to start with.—A. I am prepared to withdraw that remark, then.

Mr. CROLL: What he undoubtedly has in mind is—you see the words, “upon proceedings in the Exchequer Court of Canada, or in any Superior Court, and any such Court may make rules governing the procedure upon any proceedings—”. It is quite possible that these being unusual proceedings, they would have to lay down some rules. Allowance has been made for this to avoid having their hands tied by the present procedure under which the courts operate.

Mr. JAENICKE: This refers to the procedure in the case of goods, wares or merchandise, most likely import goods. Why not apply the procedure which we have under the Customs Act?

Mr. MARQUIS: It is a case of the provincial government being the proper authority to handle court rules. The rules will be made by each court in its own field. I think this is the proper way to give jurisdiction to these courts.

The CHAIRMAN: Shall clause 3 carry?

Mr. FLEMING: So far as the rules are concerned, I think the rules would better be made by the courts than by order in council because the courts have a good deal to do with making their own rules. I should like to ask a question about the terms of this penalty section. I think it is the feeling of most members that we have a certain revulsion against vesting in the Governor in Council power to prescribe penalties, especially where those penalties may be quite drastic. For instance, the penalties here may go up to \$5,000 and five years imprisonment. They can be drastic penalties. Parliament historically reserves to itself the right to prescribe penalties. Now, has Mr. Hopkins anything to say on that? Is there any way in which this could be reserved to parliament without vesting the power of prescribing penalties in the Governor in Council. It seems to me the only occasion which could justify our handling that power over to the Governor in Council is that emergencies may arise. Apart from the emergency features, if there is going to be some settled method determined by the Security Council for applying these sanctions that, in turn, is going to be part of the government's concern. It would be a simple matter for the governments concerned to legislate in terms of penalties for violations. Is this always going to be within the realm of emergency?

The WITNESS: I certainly think it is within the realm of the unpredictable for the moment. There might come a time when the procedure of the Security Council was so settled and fixed it would be possible to anticipate the variables. This bill prescribes the limits and it is difficult “to make the punishment fit the crime” until you know what the crime is. You cannot know that until the Security Council has acted. However, there might well come a time when the area of the unpredictable would be considerably diminished.

By Mr. Graydon:

Q. Would there ever come a time when these sanctions could ever possibly come into effect with the widespread veto powers which the five nations have? Every little nation will have a friend at court amongst the big five. If there is any talk about sanctions it will be a very dull and stupid little power which will not have a friend in one of the big five to put on the veto. I can only conceive of about one case in a thousand where a little nation would not have a friend to put on a veto and would permit the United Nations to walk in on it.

This would seem to cover one case out of a thousand, and I am not sure we will even have that one.

Mr. MACINNIS: I do not think there is much to be gained in raising the point Mr. Graydon has raised. If we are going to stay in the United Nations, we have to accept it with its limitations. In regard to Mr. Fleming's point, I think this should be a fairly easy matter for lawyers as those fines will be imposed after a conviction in some court. Those need not be left to the discretion of the Governor in Council, they could be put in the section and imposed by the court. Could not that be done?

Mr. CROLL: It is being done. They prescribe the limit and the court does the fining.

Mr. MACINNIS: There is only one way to get out of it and that is for parliament to prescribe the limit.

Mr. FLEMING: Parliament has fixed the limit but given the Governor in Council the power to prescribe. Then, when it comes to the actual imposition, that is the function of the court. What I was getting at is this; I hope the time will soon come when the offences can be so defined and the procedure be so settled that the offences can be defined and parliament can say what will be the penalties attached to particular offences.

Mr. Low: I wonder if Mr. Hopkins would take a hypothetical case and follow it through in order to show us what would happen? What would the offences be and how would they be dealt with?

The WITNESS: That is rather speculative.

By Mr. Fleming:

Q. Could I offer one as a conjecture?—A. Yes.

Q. Suppose there is a threat to the peace of the world involving an act of aggression on the part of nation A.

Mr. Low: Let us leave aggression out of it and take the shipment of some material.

Mr. FLEMING: I am coming to that. The Security Council takes jurisdiction and says Nation A has committed aggression. There is a threat to the peace of the world involved and therefore we will call upon all member nations to take economic sanctions. One of these sanctions shall be an embargo against the shipment of iron, oil and coal to the aggressor nation. Then, Canada, in compliance with article 41 is called upon, and is bound under her commitment to comply with that call. Under this bill this government says anybody in this country who ships or is a party to shipping oil, coal or goods out of Canada shall be liable to a fine not exceeding \$5,000 and a term of imprisonment not exceeding five years.

John Jones says this is an interference with my rights. I am going to ship. I have friends over there and I do not approve of the decision of the Security Council, so I am going to ship. He does ship and he is arrested by

the R.C.M.P. and charged under the order in council passed. Under the terms of this bill the Governor in Council will prescribe the penalty which is attached to the offence.

Mr. GRAYDON: The penalties might be graded, having in mind the seller of the goods or perhaps the carrier of the goods. Perhaps one of the railway companies might come under a thing of that kind. You would have different penalties for different types of crime.

Mr. CROLL: You apply the same thing to-day in your regulations concerning gold. We are not permitted to export gold yet, from time to time we catch people who take gold and carry it across the border. We apply what is a sanction, in a way, against those people under our Criminal Code.

Mr. Low: Under this clause there would be no way of getting at a group of fellows, let us say from country A, who go to the Geneva Trade Conference and insist on throwing away, at any rate, abolishing let us say, Empire preferences. Would not they be a threat to the peace of the world?

The WITNESS: That would depend on views of the Security Council!

The CHAIRMAN: Shall the clause carry?

Carried.

Mr. JAENICKE: I do not want to be a nuisance but I am not satisfied with the rules and regulations section. The Exchequer Court has jurisdiction and the Superior Courts in the nine provinces have jurisdiction. According to this section there could be nine different rules and regulations. I would say we should say the Exchequer Court should make the rules instead of the nine Superior Courts and then the rules would be uniform throughout Canada.

Mr. FLEMING: Surely the Exchequer Court cannot make the rules for all the provincial courts. These courts are making their rules now. The B.N.A. Act quite specifically gives the provinces the power to make rules for their own courts. It would surely be *ultra vires* for this parliament to say the Exchequer Court could make rules for the provincial courts.

Mr. GRAYDON: By passing this section, I do not think you would be putting yourself in any different position than you would be, if you committed any offence because you would now follow the rules of the provincial courts. By this section you would follow the rules of the provincial courts just the same as you do now.

Mr. CROLL: There is some variation in the rules between the various provinces, but not a great deal. There is some variation in the rules of the various provincial courts now, so you would be in the same position as you are now.

Mr. FLEMING: Certainly, the provinces would never submit to having the rules of their own provincial courts laid down by a dominion court.

Mr. CROLL: No, but they make them uniform throughout the provinces dealing with this particular thing.

Mr. FLEMING: You have this conference on the uniformity of legislation.

The CHAIRMAN: Shall the clause carry?

Carried.

Clause 4?

Mr. GRAYDON: Under the British Act, I have not a copy with me, there is a difference between the British Act and the Canadian bill. Under this bill,

Every order and regulation made under this Act shall be laid before parliament within fifteen days after it has been made if parliament is then sitting, or if parliament is not then sitting, within fifteen days after the commencement of the next ensuing session—and so on.

Now, the United Kingdom Act says, "Forthwith", and I suggest to the committee we might properly insert that in this bill because these are matters which I think parliament, if sitting, will want to have immediate information upon.

Mr. CROLL: Instead of the fifteen days after commencement, you want it forthwith after commencement or after the next ensuing session?

Mr. GRAYDON: In both cases it should be forthwith.

The WITNESS: I do not think there is a comparable provision to section 5 in the United Kingdom legislation.

Mr. GRAYDON: No, because that very point was debated in the United Kingdom parliament. The reason they took number five out, if my memory serves me correctly after reading the debate was, under the parliamentary regulations there you have to publish in the *London Gazette* so many days before you bring in the order in council. In this case, you publish afterwards and in the other case you publish before. Naturally, it was desired to make it as expeditious as possible, so they left that out altogether.

I was going to ask a question on No. 5, as to whether or not this publication in the *Gazette* could be accomplished quickly. How quickly could that be done?

The WITNESS: Very quickly.

By Mr. Graydon:

Q. How quickly?—A. Well, we broke a world's record, I think in one instance in connection with an order having to come into force. It could come in within twelve or twenty-four hours. A supplementary *Gazette* may be issued if it is urgent. This is not the sort of thing which will require instantaneous action. You have to develop your offences and so on. Once the Security Council has made a decision, you still have to develop your order and so on. It could be done sufficiently fast, I think.

Mr. GRAYDON: Those who took part in the debate in the United Kingdom House were all, apparently, in agreement on this one point, that in giving His Majesty in Council the right to deal with it quickly they did so because they felt this might not be a matter of weeks or days, it might be a matter of hours or minutes. That being the case, I do not think we should be held up in moving as quickly as may be necessary by any publication in the *Canada Gazette*, if it would hold us up any length of time, particularly if parliament is sitting, parliament should have the information at once. I think "forthwith" should be inserted in there instead of the fifteen days.

The WITNESS: I could not take exception to that.

By Mr. Knowles:

Q. I do not know whether it was considered or whether this fifteen day clause was borrowed from other measures as a standard clause?—A. Yes, I think so.

Mr. COLDWELL: I think Mr. Graydon's suggestion to put in the word "forthwith" is a good suggestion.

Mr. CROLL: Carried with that recommendation.

The CHARMAN: Shall the clause carry as amended?

Carried.

Clause 5, publication in the *Canada Gazette*.

Carried.

Shall the Schedule carry?

Carried.

Shall the short title carry?

Carried.

Shall I report the bill as amended?

Carried.

Before we adjourn, I should like to ask the press and officials from the department not to be present until fifteen minutes after the official opening time of our next sitting on Friday. I have a very important matter to bring to the attention of the committee which has arisen since we began our sittings this year, so I should like our sitting to be in camera for the opening fifteen minutes.

The WITNESS: I should like to thank the committee for bearing with me.

The committee adjourned at 12.05 p.m. to meet again on Friday, June 13, 1947, at 10.30 a.m.

Canada External Affairs Standing Committee on 1947

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(SESSION 1947)

(HOUSE OF COMMONS)

Government Publications

(STANDING COMMITTEE)

(ON)

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 11

INCLUDING FIFTH, SIXTH AND SEVENTH REPORTS

FRIDAY, JUNE 13, 1947

WITNESSES:

Mr. B. G. Sivertz, Passport Officer, Department of External Affairs.

Dr. Hugh L. Keenleyside, Deputy Minister, Department of Mines and Resources.

Mr. A. L. Jolliffe, Director of Immigration, Department of Mines and Resources.

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REPORT TO HOUSE

The Standing Committee on External Affairs begs leave to present the following as its

FIFTH REPORT

Pursuant to an order of reference of the House dated March 26, your Committee has considered the First Report of the Atomic Energy Commission to the Security Council of the United Nations dated December 30, 1946, at Lake Success, New York.

This report contains five headings:—

- (a) Proceedings.
- (b) Findings.
- (c) Recommendations.
- (d) First report on scientific and technical aspects of the problem of control.
- (e) First report on safeguards required to ensure the use of atomic energy only for peaceful purposes.

Your Committee has heard General A. G. L. McNaughton on the substance of this report and the evidence taken is contained in the appended printed minutes of proceedings and evidence, viz:—No. 9.

Your Committee is aware of the interim nature of this Report, and is in general agreement with the attitude adopted by the Canadian delegation in the negotiations in the Atomic Energy Commission to date.

Your Committee has noted that on completion of the Commission's work a draft treaty will be available for submission to Parliament for its consideration and approval.

Your Committee recommends that the House take cognizance of the interim nature of the First Report of the Atomic Energy Commission to the Security Council and consider that it is of the utmost importance to Canada and to every other nation to reach an early agreement on the international control of atomic energy to the extent necessary to exercise its use only for peaceful purposes.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

REPORT TO HOUSE

The Standing Committee on External Affairs begs leave to present the following as a

SIXTH REPORT

Complying with an order of the House dated March 31, 1947, your Committee has considered the Report on the Second Part of the First Session of the General Assembly of the United Nations held in New York from October 23 to December 15, 1946.

Three meetings of your Committee have been devoted to the subject matter, and Mr. Escott Reid of the Department of External Affairs was heard in relation thereto.

Your Committee appreciates that the report in question was drafted by the Department of External Affairs to inform Parliament and the people of Canada respecting the activities of the United Nations, and to indicate the problems which our country faces in the fulfilment of its obligations to the United Nations. The attitude taken by the Canadian delegation at the General Assembly is noted with satisfaction.

At their own expense, some of the members of your Committee attended the Special Session of the General Assembly of the United Nations held in April of this year, and thereby familiarized themselves with the proceedings. It was the privilege of these members to meet some of the delegates. Your Committee was favoured by a recital of the views and impressions gained by this unofficial visit.

It is recommended that the Government consider the advisability of providing every available means for publicizing to the people of Canada, and particularly to young Canadian citizens, the said Report on the Second Part of the First Session of the General Assembly. In this regard, it would seem to be desirable that schools, colleges, universities and libraries be provided with copies, free of charge.

A copy of the relevant printed proceedings and evidence of your Committee—Nos. 1, 2 and 10—is appended.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

REPORT TO HOUSE

MONDAY, June 16, 1947.

The Standing Committee on External Affairs begs leave to present the following as its

SEVENTH REPORT

On Monday, May 12, 1947, the following Order of Reference was issued by the House, viz:—

That Votes 41, 42, 43, 44, 45, 46, 47, 48, 49, 50, 51, 52, 53, 54, 55 and 56 inclusive, of the Main Estimates 1947-48, dealing with External Affairs and referred to the Committee of Supply on March 4, 1947, be withdrawn from the Committee of Supply and referred to the Committee on External Affairs.

Your Committee approves of the above estimates and commends them to the consideration of the House.

Your Committee desire to express its thanks to the high officials of the Department of External Affairs, and to other witnesses for their cooperation.

Appended is a copy of the printed proceedings and evidence taken before the Committee.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

MINUTES OF PROCEEDINGS

FRIDAY, June 13, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Present: Messrs. Benidickson, Bradette, Coldwell, Fraser, Graydon, Jaenicke, Jaques, Kidd, Knowles, MacInnis, MacLean, Marquis and Winkler. (13).

The Committee received in camera and accepted a report of the Steering Committee dealing particularly with drafts of the Fifth and Sixth Reports, respectively on the Atomic Energy Commission and on the United Nations.

The words "*or at a modified cost*" were deleted in paragraph 5 of the Sixth Report. The Chairman was authorized to present to the House the Fifth report as read and the Sixth Report as amended.

The Committee resumed its study of the External Affairs estimates referred. Consideration of Vote 42—Passport Office—was concluded.

Mr. B. G. Sivertz, Passport Officer, Department of External Affairs, was called and interrogated. He was assisted by Mr. John K. Starnes. The witness undertook to furnish the Committee with samples of diplomatic and official passports.

Arising out of an answer of Mr. Sivertz, the Committee decided to have a delegation visit the Passport Office in Ottawa on Monday, June 16 next.

Dr. Hugh L. Keenleyside, Deputy Minister of the Department of Mines and Resources and formerly Ambassador to Mexico, was called and examined on Immigration methods for immigrants and displaced persons.

Mr. Sivertz was recalled, questioned on consular offices and retired.

Mr. A. L. Jolliffe, Director of Immigration, Department of Mines and Resources, was called, examined and retired.

Mr. Jaques brought to his attention the individual case of a stateless displaced person, as did Mr. Coldwell.

Dr. Keenleyside was retired.

The Committee having concluded the study of the estimates i.e. Votes 41 to 56, both inclusive, the Committee approved them. The Chairman was authorized to report them back to the House.

The Chairman expressed his thanks to the witnesses. He extended to the officials of the Department of External Affairs the appreciation of the members of the Committee for their willingness and eagerness in answering questions and for their co-operation throughout the whole proceedings. He added a special word of thanks to Mr. John K. Starnes, assistant to the Under Secretary of State for External Affairs, for the efficient manner with which he attended all sessions of the Committee as liaison official.

At 12.50, the Committee adjourned at the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

June 13, 1947

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: For the benefit of the persons who were not here during our closed session we have just passed the fifth and sixth reports of the External Affairs committee. We had a very fine discussion of a very important question. We have the pleasure of having with us this morning Mr. B. G. Sivertz, Passport Officer. He has been called here because there were certain questions that the members wanted the Passport Department to answer. We were told we had to bring some official of the department to answer them. I believe it is the intention of Mr. Sivertz to make a general statement first.

Vote 42—called

B. G. Sivertz, Passport Officer, Department of External Affairs, called

The WITNESS: Mr. Chairman, supposing that the committee would be interested in the general picture I think it proper to say that the passport office is issuing passports at the present time at the rate of something like 60,000 a year. This is a change since the 1st of January, 1947, which is probably caused by the termination of the war during which travel control was on, and during which passport issuance was markedly diminished. At the beginning of the year 1947 changes were made whereby the wartime practice of issuing passports for two years only was discontinued and a reversion to the pre-war practice of issuing passports for five years was made.

At the same time the Canadian Citizenship Act made changes in the description of national status that Canadian citizens use, and the department made those changes of description of national status in the passports. That has caused a large number of people to request new passports that would describe them as Canadian citizens as well as British subjects.

The peak of a considerable increase in volume of applications for passports has now passed. Whereas it is normal for a small number of passports only to be issued during January and February, in this particular year, due to the changes to which I have referred, a very large number were issued. I think we are now on what should be thought of as a normal basis. This means we issue passports at the rate of something like 60,000 per year.

The passport office therefore has an income of something like \$300,000 per year. A staff of 65 persons is employed there. Salaries and other expenses in connection with administration amount to what appears to me at the present time to be close to \$100,000 a year.

By Mr. Fraser:

Q. That is for staff and office administration?—A. Staff alone on the present basis is responsible for a cost of something like \$90,000 a year. I am estimating from the 1946-47 estimates plus a small increase proportioned by the staff.

The work of the passport office is under the Consular Division of the Department of External Affairs which division is headed by Mr. Leslie Chance. The Division was newly established in January of 1947.

Certain other work is carried on in the passport office besides the issuance of passports. We receive close to an average of two letters for each passport that we issue. A considerable proportion of those are simple inquiries requesting information which we endeavour to supply. We also issue in the passport office certificates of identity on occasion to persons in Canada who are aliens and who are unable to obtain national passports for one reason or another.

By Mr. Coldwell:

Q. That is to stateless persons?—A. That is to stateless persons.

By Mr. Jaenicke:

Q. What about stateless persons in Europe? Does your department handle that?—A. No, we have not issued any travel documents to stateless persons in Europe for nearly a year now. It was done through Canadian agencies to a certain extent, particularly to war brides who were not Canadian citizens to enable them to travel to Canada. The volume of that business is small now. We have issued something like 50 of those since I took charge of the passport office in November. It seems to me there are something like 60 to 70 of them being issued per year at the present time. They are issued for sharply limited periods of validity, usually six months, and for a specific journey only. This work is handled in the passport office. Mr. Chairman, that is all that I supposed the committee would be interested to hear.

By Mr. MacInnis:

Q. What is the staff now?—A. 65.

Q. And the total of the salaries is \$90,000?—A. Yes, sir.

Q. They are not over-paid.

The CHAIRMAN: Do you want a breakdown of the salaries paid?

Mr. MACINNIS: No. I made a rough calculation myself. It averages about \$1,385.

Mr. COLDWELL: Which seems very, very low.

By Mr. Graydon:

Q. May I ask Mr. Sivertz if there have been many applications in recent times for passports for children of a very tender age, such as babies, from Canada to the United States, and if so, what is the general policy with respect to allowing these very small children to go from here to the United States?—A. In answer to the first part there is a constant proportion of our applications for passports that are for children of tender years.

By Mr. Fraser:

Q. Under 16.—A. I mean infants.

Mr. GRAYDON: I am speaking of infants.

The WITNESS: And I have not any reason to think that it is larger at the present time or in the recent past than it has always been.

By Mr. Graydon:

Q. Are these infants going over with their parents or are they being adopted by American parents in some instances?—A. There are all categories, of course. When they go with their parents it is more usual for their parents to ask that they be included on their own passports, so that the majority of separate passports requested for infants are requested because of adoption. In answer to

the second part of your question the practice of the passport office is to issue a passport when the application is made by a natural parent of the child or by a legal guardian, legal guardian including the adoptive parent when adoption has been fully completed.

By Mr. Kidd:

Q. Are there many of these children going over the border? Take, for instance, children who are wards of the Children's Aid Society or wards of any other society. The press made some comment on that a short time ago. You said a moment ago there would be about 60,000 passports issued in a year. About how many passports would be issued for that type of applicant? I mean children under two years.—A. We do not actually separate our statistics in that way. I will offer an estimate if that would be of information to the committee.

Q. That question should probably be put to the minister of immigration. It is really emigration. You should probably have the statistics in your office. There is no other source where he would get them.—A. There is no exit permit in Canada, and there is no source that I know of from which you may get that figure.

By Mr. Graydon:

Q. Perhaps Mr. Sivertz would be able to give some kind of a reasonably accurate estimate?—A. Yes. Since the scrutiny of the documents certifying guardianship involves a lot of difficulties I see them all myself, and I would estimate that there are three per week in that category.

Q. Would that three per week be infants who are going over with their parents or infants who are going over without their parents for adoption in the United States?—A. I refer to the second category.

Q. They are being adopted?—A. Yes, because I do not see the straightforward cases of parents who request passport facilities for their own children.

By Mr. Benidickson:

Q. You say you have about a normal volume of passport applications now? —A. That is what I think.

Q. You think it will remain at that level?—A. Yes.

Q. Supposing an application is received in the proper form, how many days will elapse before you issue the passport based on present volume?—A. One day. With the exception of the odd case that has to be held over. We clear our incoming mail each evening.

By Mr. Fraser:

Q. Of the 60,000 passports, how many of those would be renewals?—A. The rate of pre-war renewals was one to six.

Q. Is it greater now?—A. It is somewhat greater now because passports that we issued two years ago were good for only two years. When they were good for five years the rate was one to six.

Q. The 60,000 might diminish somewhat on account of the five-year period. Passports are good for five years so the renewals will not be coming in every two years as before. That 60,000 might be cut down.

By Mr. Marquis:

Q. Are the renewals included in the 60,000?—A. No, sir. We are issuing 60,000.

Q. New passports?—A. Yes.

By Mr. Graydon:

Q. In a previous session of this committee—I am depending entirely on my memory at the moment—I think this committee made a recommendation for

a wider distribution of passport application forms. There have been in the past quite a number of criticisms coming to members of parliament about people not being able to have their passport forms at convenient places for the purpose of making their application. I wonder what the department has been doing in view of that report?—A. Mr. Chairman, during the war passport application forms were made available only on the application of the person who intended to complete the form and asked for a passport. That was discontinued after the war.

By Mr. Benidickson:

Q. Where did he apply to?—A. To the passport office.

Q. In Ottawa?—A. Yes. That was discontinued about two years ago. When the new passports were issued with the accompanying new forms of application, at the first of this year every endeavour was made to distribute them as widely as possible. We distributed them into every class A and class B post office, I believe, and also into the hands of the railway companies, travel agents, the banks and whoever else asked for a supply of application forms.

By Mr. Fraser:

Q. Was that on the recommendation of this committee?—A. Yes.

Q. There was a regulation that went out not long ago with regard to special passports for cabinet ministers and government officials. Now, to whom do these new passports go? They are a different colour, are they not?—A. I did not mention them because the memorandum concerning them has not been distributed to the various departments, but it will be within the next day or two. Authorized by order in council in November last, the department is now in a position to issue diplomatic passports and official passports.

By Mr. Benidickson:

Q. Does the diplomatic passport differ from the official passport?—A. Yes, they are distinctive in colour and have the legend "Diplomatic" on the outside or "Official". The reason for this is that most countries in the world make use of these to request special consideration for diplomatic officers, and alternatively for government officials not on diplomatic missions.

By Mr. Fraser:

Q. The reason I brought this matter up was that in getting a visa for the states last fall the American official knowing that I was a member of parliament marked "Government Official" on my visa. I told him I was not a government official and he said, "Well, you are a member of parliament, and we put that on".—A. Yes.

Q. I wondered whether the members of parliament would come in under the special official passports?—A. Yes.

Q. Personally I think they should.

Mr. GRAYDON: Rather than as government officials.

The WITNESS: The order in council listed the categories of persons to whom diplomatic and official passports are to be issued.

By Mr. Fraser:

Q. Members of parliament would come under— —A. Official passports.

Q. All right. My next question is this: Members of parliament then who have passports can turn them in and get the new ones, can they?—A. Yes.

Q. What is the charge for that?—A. Diplomatic and official passports are issued gratis in all cases.

By Mr. MacInnis:

Q. Would the member of parliament when travelling on his own affairs be entitled to use that sort of passport?—A. Yes.

By Mr. Marquis:

Q. Have you a sample of these passports?—A. I did not bring them with me, but shall gladly send samples for the examination of members of the committee.

Mr. FRASER: Personally, I feel that members of parliament should have a special passport because if they are travelling in any foreign country and have that passport it helps a great deal.

By Mr. Winkler:

Q. Are those passports issued to the members of provincial legislatures?—A. The department does insert a special inscription at the request of provincial governments for members of provincial legislatures or officials of provincial governments when travelling abroad.

Mr. MARQUIS: Should a member of parliament receive a passport of that kind and should he be defeated within a year or two months what would happen then; is he obliged to return his passport?

Mr. FRASER: He is unofficial then.

Mr. MARQUIS: Yes, but he has his passport which is good for five years and it may happen that he may not be a member for five years.

Mr. MACINNIS: They might put "discarded" in his passport.

The WITNESS: The diplomatic and official passports contain an inscription which provides that the passport is only valid so long as the holder remains in the office which appears in the passport as his description—the description of his status or office.

Mr. KNOWLES: One can get defeated quite safely now.

The CHAIRMAN: Does any privilege accompany this special passport? Is any benefit derived?

The WITNESS: It means quite a lot in some countries; such as a more ready availability of visa facilities, immigration acceptance and customs examinations.

Mr. FRASER: It means a lot if you are standing in line and perhaps there are 200 in that line. If you are waiting to get through the immigration line and they see you are an official they will jump you up, perhaps ahead of 40 or 50 others.

The CHAIRMAN: That is special privilege.

Mr. KNOWLES: That depends upon whether the members seeks to get that privilege.

Mr. FRASER: No, I have seen that done.

Mr. KNOWLES: Do you look like an official when you are 200 down the line?

Mr. FRASER: I have not done it myself, but I have seen it done in different countries. The officials see that you are an official and they immediately jump you up to the head of the line or near the head of the line.

Mr. KIDD: Are there any instructions concerning people visiting Canada or entering Canada issued by the Department of Immigration as to procedure on entering? I went through an experience of that nature in New York. For instance, in coming in from New York, just when you are showing your passport of entry they will call out different groups: members holding diplomatic corps passports; all American citizens; all foreigners. Being a British subject I was a foreigner. You wait your turn. Will our Department of Immigration officials at Halifax have instructions along the same lines?

The WITNESS: I am sorry I cannot answer for the Department of Immigration.

The CHAIRMAN: May I say that if we get through with this witness in good time this morning—I am not trying to hurry anybody—but if we do we will call Mr. Keenleyside and Mr. Jolliffe. We will do that this morning if possible. They are very busy but they will come if we call them.

Mr. JAKES: I would like to ask the witness to tell us what privileges—extra privileges—the diplomatic and official passports give.

The CHAIRMAN: The witness has explained that, Mr. Jakes.

The WITNESS: Mr. Chairman, it is merely an assurance to the foreign government that this person is not in the category of a business man or a tourist, and that the facilities for travelling in other countries are requested by the Canadian government for this person and not that the request is merely made for a private individual.

Mr. JAKES: That did not hold good during the war. I was in England in 1944, and coming back to New York, before I left Liverpool, I was fingerprinted. Now, if I had had a diplomatic passport that would not have been necessary, would it?

Mr. COLDWELL: A group of members of parliament went to Britain during the war and they had their passports inscribed as to who they were, but they were not fingerprinted anywhere. I remember particularly going to Lisbon. At the moment the passports were handed to the officials we were put in a car and shot to Lisbon—perhaps I should say conveyed into Lisbon.

Mr. JAKES: I was handled by Canada House in London. They knew who I was, and they knew who I was in Liverpool. It required half a day for me to get through the United Kingdom customs. I have always resented that treatment. I was told that all members of parliament were treated that way; but I did not believe it.

Mr. COLDWELL: If one goes on official business he has an official inscription on his passport. If you were on an ordinary visit you would not have that.

Mr. JAKES: I understood the witness to say that members of parliament have enjoyed these privileges for five years.

The WITNESS: Mr. Chairman, the new arrangement has only been effective during the last two weeks. The recent changes in the issuing of diplomatic and official passports have only been instituted during the past few weeks.

By Mr. Fraser:

Q. May I ask another question? A member's wife or an official's wife or a diplomat's wife and family, their passports would be similar and marked, "Wife of an official"?—A. Yes, Mr. Chairman.

The CHAIRMAN: Before we proceed, if you will pardon me, do you think we could call Mr. Keenleyside and Mr. Jolliffe now?

Agreed.

By Mr. Jaenicke:

Q. I should like to refer back to a matter which was touched upon a few moments ago, referring to the issuance of passports to stateless persons. I recall the witness said there had been no passports issued by our department for a year. Are not all these displaced persons stateless persons? If they wished to come to Canada do they not have to get a passport from our officials in Europe?—A. The movement of stateless persons to Canada which has already taken place has been done without the issuance of these documents.

Q. They carry no passports?—A. No.

Q. No certificates of identification?—A. Certificates of identification, but not what I referred to as a technical "Certificate of Identity." That is the term we use for the passport issued by Canada for non-Canadians. We do not refer to it as a passport, we refer to it as a certificate of identity. Doubtless the immigration branch made provision for supplying people who have already come to Canada as stateless persons, and unable to obtain passports, with some means of identification. Usually these are documents whereon may be affixed the Canadian visa.

Q. I refer to the document which is referred to in our regulations for immigration. I presume it is the certificate of identity. Your department does not issue that?—A. I think the question must refer to the immigration visa which is normally placed on the passport.

By Mr. Marquis:

Q. You have no record or list of these persons? That is kept by the immigration branch?—A. Yes, sir.

By Mr. Fraser:

Q. Those certificates of identification have the picture of the person upon them and do they have the fingerprints as well?—A. No, sir.

Q. Just the picture?—A. Yes, sir.

By Mr. Winkler:

Q. Are there any circumstances under which Canadians are refused a passport?—A. They may be refused passports at the discretion of the minister. They are currently refused in certain cases, the minister having indicated his wishes in this matter. The cases I have in mind are certain Canadians, at present in occupied countries, who have served in the forces of the enemy voluntarily but who are, nevertheless, Canadians and admissible to Canada should they arrive here. The department is not currently furnishing travel facilities to these people.

By Mr. Marquis:

Q. What about those who have served time in a penitentiary? Have they the right to get a passport?—A. The department has issued no instructions concerning the refusal of passports for any such considerations as character or morals or political views.

Q. What do you mean by that?

The CHAIRMAN: Order, please.

By Mr. Fraser:

Q. When a man is going to be married, his intended wife gets a passport under her married name and that passport is sent to the minister who gives it to her as soon as she is married?—A. Yes.

Q. A case has come to my attention where these people have their passage booked but they will have to do a lot of rushing around to get visas from the American consul in Toronto after they are married. They only have a matter of a day in which to do it. Is there any way by which a passport for the wife could be given to her or some steps taken by which she could get the visa before she is married so as to save time?—A. By all means, sir, but the problem as I understand it is not that. The problem is that it is not possible to issue the document in the married name before the marriage takes place. Therefore, it is post dated when it is issued. There would be no objection whatever to the

clergyman handing the document to the intended bride so she might obtain visas. I understand that foreign consular officials in Canada usually refuse to issue a visa until the passport date has actually arrived.

Q. I am going to ask you another question. I have two applications in this morning similar to those of which I spoke. I am supposed to know the clergyman's name, but I do not know the clergyman's name. The passport is to be issued in the married name. Before it can be issued, shall I have to know the clergyman's name or can the passport be handed to me and I can give it to the young lady as soon as the marriage takes place?—A. In as much as the passport will bear the date of the intended marriage, the precaution of handing it to a second person is not a tremendously important one. It is simply a safeguard against the going astray of the document in case the marriage plans do not go forward, as has frequently happened.

By the Chairman:

Q. Mr. Sivertz, would you care—

The WITNESS: Mr. Chairman, sir, may I say we always accede to the request that the passport be handed to any responsible person.

By Mr. Fraser:

Q. In this case could it be handed to a member of parliament?—A. Yes.

By the Chairman:

Q. Mr. Sivertz, would you care to answer the following question? Could you describe the location and conditions of work of the passport office at the present time?—A. The passport office is housed at 38 Bank Street on the second and third floors of two separate buildings with communicating doors between. The quarters are, in my estimation, disgracefully inadequate.

By Mr. Coldwell:

Q. Any one who has been there will agree with that?—A. And inappropriate as an office in which the public should be met. The quarters are also not conducive to good morale of the staff which works in them. They are, however, adequate in size. They are inadequate as to security in that the interior of the building is freely accessible to other tenants in the same building who are not, however, free to enter the actual offices in which the passport work is carried on.

By Mr. Fraser:

Q. It is a real fire trap, too, is it not? There are wooden stairways and wooden floors. If you had a fire there your application forms and records would go up in smoke before you got the fire out?—A. I am not competent to estimate its relative fire hazard with other buildings. It is, I imagine, superior to many wooden buildings, Mr. Chairman, but it is not a modern building.

By Mr. Coldwell:

Q. Do you know what rent is paid for it?—A. No.

By Mr. Fraser:

Q. The rent is not included in your estimates, I suppose; that is taken care of by Public Works, is it not?—A. I am sorry, Mr. Chairman, I do not know. I have not examined the estimates.

Q. It is a Public Works building and the rent goes in the Public Works estimates, not yours.

Mr. COLDWELL: Is it owned by Canada? I think it is rented.

MR. FRASER: So, that has to be taken into account in checking up your estimates.

MR. BENEDICKSON: Is it open to us to make a recommendation in the light of this evidence?

THE CHAIRMAN: I believe we can make a recommendation. We have your statement, Mr. Sivertz, I believe it would be in order for a deputation of the committee to go and visit that building.

By Mr. Fraser:

Q. You have a special chart before you. Is that something you want us to see?—A. I brought graphs of the passport office business in case the members of the committee wished to ask for information regarding its work. It is not of general interest. I covered most of the points here in a general way in my statement.

MR. COLDWELL: I see Mr. Keenleyside is here, Mr. Chairman.

THE CHAIRMAN: Yes, I believe we are through with questioning this witness. I believe I am voicing the sentiments of the committee when I thank you for your kind presentation.

I now have much pleasure in calling upon Mr. Keenleyside. I understand Mr. Keenleyside has no statement to make but he is entirely at the disposal of the members of the committee for questioning pertaining to the matters which we discussed.

H. L. Keenleyside, Deputy Minister of Mines and Resources, called:

MR. FRASER: I would suggest Mr. Kidd ask his questions.

By Mr. Kidd:

Q. I did not know this was coming up this morning, but it has to do with the closing of the consular office in Kingston. There may be similar cases across Canada so I am drawing it to your attention in the public interest.

Shortly before the war, probably you are better acquainted with this matter than I am, the American consular office had a small staff in offices at various places. If I am creditably informed these offices were maintained. They had a balance budget like any other office by certain collections which came in. In any event, in due course, this office was closed along with other offices, and the public in this area was greatly inconvenienced. I do not think any fault could be found with our own officials.

To make it clear, may I put it this way: A person who applies to get these documents has now to go, we will say from the Ottawa-Toronto area, Kingston being about halfway—there are nearly a million people in that area—but a person who is making application to enter the United States has to go to Toronto or Montreal. Actually, I do not think Ottawa handles this.—A. May I ask a question? You are referring now to the consular offices of the United States?

Q. Yes.—A. Not the Canadian offices at all?

Q. Yes, and the result is that the person who makes the application is given about 15 or 20 forms to fill out. I was instrumental in trying to help out one or two friends in this connection who came to me. I was handed a set of the immigration forms. You have to go to your clergyman, the chief of police and all these people. There are about 20 forms or so. A person may have to go to Toronto. I went along with this lady. I am not finding fault with the American officials but everybody knows a civil service office is more or less run

on time. People who are not familiar with entering a civil service office (do not always) come when they are told. A person may arrive at eleven o'clock in the morning by 'plane and, around the noon hour be told to come back in the afternoon.

In any event, people from distances of 50, 60 or 100 miles have to go there. It means quite an expense to stay over. One form is for a medical examination and you have to have the medical officer certify as to your health. With that background, you are familiar with it, I was hoping representations might be made through this committee or I do not mind taking it up on the floor of the House or bringing it to the attention of the Minister of External Affairs, that the Canadian citizens should be given more convenience in the matter. I think, probably the same conditions obtain in western Canada as in eastern Canada. Is there any possibility of a little better service being given? I am, more or less, advocating it on behalf of Kingston at the moment. We had an office in Kingston which served the people of that locality. I do not know what influence you have, but I might have brought it up before the press yesterday and made a personal appeal. I did not go that far.—A. This is really a matter for the Department of External Affairs rather than for the Department of Mines and Resources. The relationship of consular offices of the United States to Canada is handled through External Affairs rather than through the immigration service.

As a matter of fact I do recall, during my previous days in External Affairs, this question came up on a considerable number of occasions. The United States has about 26 or had at that time, about 26 consular offices in Canada pretty well scattered across from coast to coast. They did open some new offices during the period of the war. I presume they have been closing them down since the war because of the decline in the quality of the inspection which was needed on the borders. It is not so important who goes back and forth now, from their point of view, as it was at that time. They checked up much more closely during the war than they do now as to persons going back and forth, as is the case with other countries as well. I presume what has happened is that they closed down a number of the offices in different parts of Canada, including the one in Kingston. Just how far the Canadian government would be prepared to go in suggesting to the United States authorities that they should reopen offices or establish new offices at different points in this country is, of course, a matter for the Department of External Affairs to decide.

The CHAIRMAN: I would request Mr. Sivertz to say a few words on that matter. I should have prefaced my remarks to Mr. Keenleyside, whom you all know, by saying that he was our Ambassador to Mexico. I should have said that. We are all very proud of the very able way you represented us in Mexico where you certainly made a name for yourself in that high position.

Mr. SIVERTZ: Mr. Chairman, the Deputy Minister of Mines and Resources has answered the question better than I could in its chief aspects. Two things, however, present themselves in connection with that matter. There are several places in Canada that are possibly as sparsely served with United States consular offices as the locality referred to. I am not competent to say how far the Department of External Affairs would be prepared to go in approaching the United States government with a view to having additional consular offices opened in Canada, and would refer the committee to the under-secretary. I would point out that at the present time Canada maintains only one consular office in the United States. The opening of further consular offices in the United States is contemplated at the present time by the Department of External Affairs. I might also point out that it is the universal experience of all countries that the maintenance of consular offices is expensive. They never pay their way. Possibly the United States authorities could make a counter request of Canada

that perhaps we do not transact all of the business as expeditiously as they would like in our offices in the United States.

Mr. FRASER: Their office in Toronto closes at 4 o'clock in the afternoon. It does not close but they will not take any more after 4 o'clock. Saturday is a curtailed day for them also. I believe they are checking now on people going into the United States just as strictly as they were during the war. In fact, I thought last fall that it was more so because they not only checked at the consular office but then they shot you up Bay street near Bloor to the immigration office and you had to wait there a couple of hours to be checked by the immigration authorities.

Mr. SIVERTZ: May I refer to one matter that has come to my notice in connection with this question, at least in the form in which it has appeared before in this committee. I think reference is being made to applications of Canadian citizens who wish to go to the United States for permanent residence to become American citizens. That does not refer to the ordinary international traffic of Canadian citizens who wish to visit or transact business in the United States. Admission of immigrants to the United States or any other country is really entirely the concern of that country. It is in quite a different category from the question of making representations to the other government concerning the handling of normal business between the two countries. It is strictly a United States concern how easy they make it for Canadian citizens to leave Canada and become American citizens.

The CHAIRMAN: Mr. Jaques had a special question to ask Mr. Keenleyside.

Mr. JAUQUES: I think the answer would come from Mr. Jolliffe.

The CHAIRMAN: Mr. Jolliffe is here so we can hear him now.

A. L. Jolliffe, Director of Immigration, Department of Mines and Resources called:

The CHAIRMAN: I do not believe Mr. Jolliffe needs any presentation. He is well known to all of us. Proceed, Mr. Jaques.

Mr. JAUQUES: Mine was a private question.

Mr. MACINNIS: This is a bad place to take up a private matter.

Mr. FRASER: I think in that case Mr. Jaques had better take it up after the meeting.

Mr. JAUQUES: I did not mean to say it is private. I meant to say it is individual, and I do not want to take up the time of the committee.

The CHAIRMAN: If the committee agrees then there is no objection.

Mr. COLDWELL: If Mr. Jaques wants to take it up that way it is all right.

Mr. MACINNIS: If it is a matter that covers a number of cases it may involve a principle.

Mr. COLDWELL: There may be a principle involved.

Mr. JAUQUES: There may be. It is simply an application for entry into Canada by a man who is at the present time in Camp 4 in the American zone in Germany. He was born in 1898 at Kaminsk, Russia. His profession is a civil engineer. He attended the University of Prague, and later worked in the city department of Prague. His nationality is formerly Russian but now stateless, having escaped from Russia in 1920 after the revolution. This man lived in Prague until the red army entered Prague. His religion is orthodox. His parents

were Russian. He is married to a Czech who lives in Prague, religion, Roman Catholic. He speaks Russian, Czech, English and German, and he desires an entry permit into Canada.

Mr. BENIDICKSON: To whom is he related in Canada?

Mr. JAKES: I cannot say. Must he have a relative in Canada?

The WITNESS: Where is he now? In Germany?

Mr. JAKES: Yes, he is in this No. 4 American zone camp.

The WITNESS: He is apparently a stateless displaced person.

By Mr. Jaques:

Q. That is right.—A. If he has relatives in Canada of certain degrees of relationship he will be admissible on that basis.

Q. But not otherwise?—A. He might come in under the 5,000 displaced persons for whom authority has just been issued. I did not catch his occupation.

Q. His occupation is civil engineer.—A. He could come in.

Q. He worked in the city department of the city of Prague and is formerly a Russian.—A. He is undoubtedly a displaced person.

Q. Pardon?—A. He is undoubtedly a displaced person.

Q. If I leave this description with you will you see what you can do?—A. We will deal with it.

By Mr. Fraser:

Q. May I ask Mr. Jolliffe a question? Do you know when the application forms for the Chinese to get their families in will be ready?—A. They are now in the hands of the King's Printer being printed.

Q. You do not know when they will be ready.—A. They should be ready within the next week or ten days, I would hope.

Q. Mr. Kidd asked the Passport Officer a few minutes ago with regard to Canadians returning to Canada as to whether they were given preference over others in passing through customs and immigration. If Americans are going to enter the United States from Canada they are all given preference, and then the foreigners come afterwards. Is that same procedure carried on in Canada?—A. You mean at ocean ports?

Q. At ocean ports or airports?—A. At ocean ports, yes. At airports the number of persons coming on a plane is very small, and the passengers are dealt with as they come out of the plane.

Q. Do you not think at airports also Canadians should be given preference?—A. I think it could be done very readily.

Q. The reason I say that is I know of one case where a party had to get to a person who was dying and was held up for some length of time owing to the fact there were other people ahead who were not Canadians and they were haggling over various papers.

Mr. KNOWLES: Would it not be better to consider the circumstances, as Mr. Fraser has indicated, as to whether a person is a Canadian or a foreigner?

Mr. FRASER: In this case they would not do it. They called out the names and they had to stand in line as they were called out. It was just the way they were listed on the passenger list.

The WITNESS: The difference between a ship and a plane is when a ship arrives there are large manifest forms, and they are divided into various classes, Canadians, transient people and then immigrants. It is a very simple matter before the inspection starts for the stewards to get these people into the various classes. A preference, the same as in the United States ports, is given to the Canadian citizen, the Canadian resident. His examination takes place first. Naturally the immigration examination takes longer than that for a Canadian citizen. A few questions usually establish citizenship or the right of the Canadian

to come in, and very often it is a long process with immigration. On the plane owing to space, the time of transit and so forth, it is not possible to have that kind of manifest. The only manifest that is presented is a sheet with the name of the person on it. The rest of the information is obtained by the examining officer during his examination. That is really the difference. That is why it is a little more difficult to deal with them in the same way. Now, no doubt some procedure can be worked out. It is certainly preferable to give preference to the Canadians. We will see what we can work out.

By Mr. Fraser:

Q. May I ask another question? On a plane the stewardess generally—in fact, I have never seen it fail—comes along with a list and says, “you are a Canadian”? If you are not, it is marked down what you are. That goes on her list. When the stewardess hands in that list she should go to the immigration officer and then he could check immediately—A. It is a matter that can be worked out, and I think it is worth while.

Q. I think it is a courtesy to our own people if you do that.—A. We will do something.

By Mr. Kidd:

Q. When you come into New York from Southampton this is the procedure they use. I am not critical at all. I was wondering if we use the same thing here. When you arrive the American immigration officials first call out, “All members of the diplomatic corps”, then “All American citizens”, and then “All foreigners.” There is quite a long passenger list. Then everybody has to be sorted out again. I do not know whether our immigration officials are instructed in the same way at a port of debarkation, say at Halifax?—A. On the ships we definitely deal with Canadian residents first.

By Mr. Coldwell:

Q. I have forgotten the situation. I have crossed the line a number of times by plane. I know the Americans present you with a mimeographed sheet which you fill in with all kinds of particulars about yourself. Do we do that?—A. Yes, sir.

Q. Both ways?—A. We use an individual form for the individual passenger.

By Mr. Fraser:

Q. When you land at LaGuardia field the Americans are all taken first.—A. I think we can do as well as the Americans.

Q. I hope so, and I know we can.

By Mr. Knowles:

Q. In the case of displaced persons whom we bring to Canada, such as the 5,000 who have been authorized recently, may I ask whether they have to have any kind of identity certificate? If so, is it one that is issued by the refugee authority in Europe or is it one that the immigration department or the Department of External Affairs issues?—A. It is issued by the refugee authorities in Europe. It is a travel document establishing their identity.

Q. At the present time is that authority the I.G.C.R.?—A. Yes, they issue a travel document.

By Mr. Coldwell:

Q. If at some future time one of these stateless persons gets into trouble and you are going to deport where would you deport them?—A. There is not any place to deport them.

Q. Would they go to the country of former nationality?—A. They would not accept them. They are stateless persons. Once we take them we have them.

Q. We have the responsibility from then on?—A. Yes.

By Mr. Knowles:

Q. When they arrive here on the basis of an I.G.C.R. identity document is their arrival here in the nature of a permanent landing?—A. Yes.

By Mr. Winkler:

Q. In regard to displaced persons is there any preference shown? Does the department establish an office in displaced persons camps? How is contact made?—A. We have teams operating in Germany. They operate in conjunction with the I.G.C.R., the inter-governmental committee on refugees. The machinery is briefly this, that when the applicant is in Canada he files his application with the immigration authorities and through headquarters here a number of names are put on a master list. That list is sent overseas by airmail to the I.G.C.R. headquarters who distribute copies to their field officers. The field officers contact the prospective immigrants and they are brought to centres where our floating teams, so to speak, appear when there are a sufficient number to be examined, give them their medical and civil examinations and then grant them their visa if they are found to be admissible. Therefore, these teams may to-day be in one part of Germany and next week in another part of Germany. As these people can be got together in centres in certain numbers, then our teams immediately proceed to those centres to examine them. They are not in set places because it would be impossible to operate that way.

By Mr. Knowles:

Q. That seems to cover the case where an application emanates from Canada for a particular displaced person, Mr. Jolliffe. Could you indicate how these teams will work in carrying out the provisions of the new order in council for 5,000 people who, I understand, do not have to have relatives in Canada or even have to be applied for from Canada?—A. They will have to be brought into centres in exactly the same way.

Q. Probably that is what Mr. Winkler had in mind; how does the decision get made or who makes the decision as to whether a person will be brought in on this basis or not?

Mr. KEENLEYSIDE: Perhaps if I may, I could interrupt to answer that question and Mr. Jolliffe will correct me if I go astray. The recent decision of the government to admit 5,000 persons who have not relatives in Canada involves a new procedure which has to be worked out. Mr. Jolliffe is going overseas in the near future with a representative from the Department of Health and Welfare to make sure the decision which is adopted is a good one from the point of view of making sure the people are screened properly and sent on their way.

I think the question involved in who is to do the selection can be answered in a general way by saying it will be done by a representative of the Department of Mines and Resources with the assistance of a representative from the Department of Health and Welfare and of Labour.

Mr. COLDWELL: Who pays the fares of these people?

Mr. KEENLEYSIDE: The I.G.C.R.

By Mr. Fraser:

Q. I was wondering, since a representative of the Department of Health and Welfare is going over there, do you x-ray the people there or when they arrive here?—A. Over there. They are x-rayed over there before they are brought here. The people have to produce the x-ray film to the medical officers.

Q. I brought this up in the House and was told the x-raying would cost too much. I suppose this will save Canada money by having the people x-rayed over there.

By Mr. Coldwell:

Q. What we are doing is bringing over the people who are healthy and will be of value. What about the people who, because of incarceration in these camps and under feeding are in bad health but who might be rehabilitated if given a chance to live in healthy conditions; has any consideration been given to that particular point?—A. These people we are bringing will require to pass a medical examination. For instance, if a person is tubercular or a mental case, he is not admissible under the law. It is a statutory provision and the medical examination will eliminate entirely those classes.

By Mr. Fraser:

Q. When you brought the first group of Poles, there was T.B. in that group and also V.D.?—A. Yes.

Q. This will eliminate that danger?—A. This will eliminate that.

Mr. KEENLEYSIDE: Perhaps I might just add a word to what Mr. Jolliffe has said in reply to Mr. Coldwell's question. I think you have to admit there has not been any consideration given to the question of what to do with persons who are in bad health physically in the D.P. camps. What one would hope would happen is, as pressure on the persons who are handling these camps decreases with the gradual efflux of persons from the camps, the authorities then will be in a better position to try and rehabilitate those who are in bad shape.

Up until now, there has been no national agreement and nothing has been done by individual countries as it would be impossible for an individual country to do anything. It is a very serious problem. I imagine a considerable percentage of those people, after what they have gone through, are in bad physical shape.

Mr. MACINNIS: It would have to be done by international organization and co-operation?

Mr. KEENLEYSIDE: Quite so.

Mr. MACINNIS: Has any decision been made yet in connection with the 5,000 who are to be brought in here, as to whether industrialists may go over to select the persons they want?

Mr. KEENLEYSIDE: The answer to that question, Mr. Chairman, is this: in the case of woods workers who are going to be part of the 5,000, we are accepting the advice in Europe of representatives of some of the companies who have asked for workers to come to their woods operations who are prepared to grant employment at reasonable wages in this country. Whether that policy will be followed with the others who come later in the 5,000 I do not know. I would hope it would because it gives a definite promise to the individual concerned that when he gets here he will have something to go to right away. I would not make that an absolute rule that a pre-arrangement such as that had to be made. I would hope it could be worked out in a great many instances. If the representatives of industrial organizations here who can provide employment wish to go over at their own expense to advise the representatives of the three departments concerned as to the type of person they want who would be most successful in their employment, it seems to me the sensible way of handling it.

Mr. BENEDICKSON: I was going to ask a similar question. I was going to ask whether the bulk of the 5,000 were going to come over here by that means or are they going to endeavour to find a close relative of the people in those camps and bring them over by some kind of application?

Mr. KEENLEYSIDE: We are doing that all the time now. If anyone indicates he has a relative in these camps we make every effort to find him and get him out.

By Mr. Benidickson:

Q. Since we are on this question how many people have been brought over from the displaced persons camps to relatives in Canada?—A. There have only been, from the displaced persons camps, about 150 who have arrived.

Q. And the other movement—does that include the Dionne movement?—A. No, you were talking about relatives.

Q. That is what I had in mind.—A. There are about 150.

Q. So it is infinitesimal, yet?—A. The difficulty has been in locating these people and getting them together and in transport.

By Mr. Coldwell:

Q. There have been a number of applications made?—A. There are a large number of applications and those cases are before the I.G.C. and our own officers in Germany now. They are locating these people and bringing them forward.

By Mr. Benidickson:

Q. I am hoping there will be some way of merging the two, that your department will follow up the applications where you have been given the specific location of relatives of Canadians in displaced persons camps and that you, in turn, might provide some of these names to the industrialists so the industrialists may be given an opportunity of saying whether the person would be brought by those guaranteeing the work, if the relative himself has not guaranteed the work as has happened in many cases?—A. The relatives about whom we are now talking are coming to Canada assigned to a relative in Canada.

By Mr. MacInnis:

Q. May I ask another question in connection with the bringing over of persons to definite employment?

Mr. KEENLEYSIDE: May I interrupt just a moment on this point concerning what has been said in regard to the finding of these people? The Canadian teams in Germany cannot pick up and go to Munich, say, to find the relative of a person who is here because under the agreement with the I.G.C.R. that is the duty of the international organization. What we do is give all the information we have to the I.G.C.R., then they bring the people to the centre where they can be screened by our representatives. The delays which have taken place so far have not been in our offices after the people come to us, but have been in the procedure by which the I.G.C. locate the people and bring them to a point where we can look at them. The delays are not on our part at all, they are delays which have been caused by the I.G.C.R. getting those people and getting them to a point where we can look at them.

Mr. BENIDICKSON: The industrialists are not going to waste much time. They think they can pick up people quickly.

Mr. KEENLEYSIDE: That is a different procedure; that is not a matter of getting people out, it is a matter of getting people out in the 5,000. I think the procedure will have to be changed to something like this. I do not know, I am only guessing, as I do not know what we can do. Supposing we wanted a thousand carpenters; we will have a look at the list the I.G.C.R. has prepared which might show there are 1,000 carpenters in a camp at Hamburg. Then, our people would go there possibly with a representative of the industrial organization as well, take a look at the people and find out whether they wanted to come to Canada or not. Then, we would screen them. However, as I say,

that is something which still has to be worked out. It is for that purpose Mr. Jolliffe and the other officers from the departments concerned are going overseas.

Mr. MACINNIS: I was going to follow up the question I asked re the industrialists selecting persons in displaced persons camps and guaranteeing employment in Canada. If the employees in those industries where these displaced persons will come to work have an agreement with the employer covering wages and working conditions, are they consulted in the matter of bringing these people in and concerning the way these people will fit into the general scheme? I think that question is important because if they are not consulted I doubt if their absorption into the industry will be as smooth and satisfactory as it otherwise might be.

Mr. KEENLEYSIDE: The question has arisen in the case of the needle trades where the employees and the employers both sent representatives here to talk about getting in new persons from the camps in Europe to work in their industry. That is the only industry so far which has sent a joint representation to us here to talk about it. I think the situation is covered pretty generally by the fact we are bringing these people into industries in which they will work in the provinces. They would naturally have to be employed under the laws of the province. It would be manifestly impossible for us to say to one province, "You cannot have immigrants because we do not like your laws".

Mr. MACINNIS: I understand representatives of the lumber workers from the Ontario lumber operations were in Ottawa quite recently and I believe they have made representations to the Department of Labour in regard to this matter. I do not know what provision was made.

Mr. KEENLEYSIDE: Applications which come in this category are referred to us here to an inter-departmental committee on which there are representatives of the Department of Labour and of the Department of Mines and Resources. That inter-departmental committee looks at the situation as a whole. If there is an application, for example, for workers to be brought into an industry which, according to the records of the Department of Labour already has a surplus of labour or has enough labour to take care of its immediate needs, then we would not agree to bring in more people for it. The whole thing is screened by that committee and it operates on the basis of the reports which it gets from the Department of Labour about conditions in the industry concerned.

Mr. MACINNIS: My information is that the representatives of the lumber workers are in agreement that more lumber workers are required, but for their own protection they would like to have some say in the arrangements by which these people are absorbed into the industry.

Mr. BENIDICKSON: My information is that the organized woodsmen have not got that opinion.

Mr. MACINNIS: Pardon?

Mr. BENIDICKSON: My information is the organized woodsmen have not got that opinion. They came here and made representation to the contrary, that people should not be brought in here to cut timber, but there is fair support now, as I understand it, from the millworkers' union who see that their work may be cut down because there is not an adequate supply of timber. They are in support of bringing in people to cut timber.

Mr. MACINNIS: You may have had some information of that kind. My information is in the opposite direction.

Mr. JAENICKE: Let us take the case of this engineer, Mr. Jaques mentioned.

Mr. BENIDICKSON: I am speaking of the Ontario area, not British Columbia.

Mr. MACINNIS: So am I.

By Mr. Jaenicke:

Q. How would he go about being included in the 5,000? Has he got a chance at all unless he is sponsored by some industrialist or union or something of that nature? Mr. Jaques mentioned an engineer. How would he go about it to be included in the 5,000 or in any other group that might be authorized later?—A. As Dr. Keenleyside mentioned just now we have to work out the details of this. I suppose one of the easiest ways to do it is by occupations. There will be lists of various occupations available to our officers over there.

By Mr. Coldwell:

Q. Here is a man in Roumania with relatives in Canada. I am thinking of an actual case. I think I wrote to you about it. How can he come to this country? Where can he get medical examination and the necessary authority by way of documents to come to the country? Where would he have to go?—A. That is a man coming to a relative, an admissible person?

Q. A. relative.—A. He would have to go to our nearest office where visa facilities are available.

Q. If he can get out of the country where can he go in order to get to Canada?—A. He could go to Prague. He could go to Lisbon. He could go to Berne, Switzerland.

Q. Prague would be the nearest.—A. Athens, Greece.

By Mr. Benidickson:

Q. Would he not have to have a passport from Roumania?—A. He would have to get out of Roumania.

Q. If he went out without a passport would we accept him?

Mr. COLDWELL: He would be stateless then.

The WITNESS: Yes, if he were stateless we would deal with him. Naturally he would have to be examined.

Mr. MACINNIS: Is that not the chief difficulty? I made an appointment with the Minister of Mines and Resources in connection with some people who came here in regard to a similar person except in this case it was in Hungary. It was with reference to the sister of a woman who is married and lives in northern Ontario somewhere. The Department of Immigration investigated the circumstances of the family and their ability to look after her and found them quite satisfactory, but the difficulty arises because she cannot get out of Hungary to a point where a medical examination can take place.

The WITNESS: That is right.

By Mr. MacInnis:

Q. The suggestion was made that if she had some sort of Canadian visa and she could pass the medical examination she could come to Canada. She would be able to get out. I do not know whether that sort of thing would be feasible?—A. The difficulty there is the only document that would be of value to her in that predicament would be some document showing she would be admitted to Canada.

Q. Sure, and that is what you cannot get.—A. The attitude of the department is that you cannot give a guarantee of admission to Canada to some person you have never seen. In other words, this lady or any other person in these circumstances might arrive at Prague and be found to be a mental case or to have tuberculosis. If she has a guarantee backed by the government of Canada, Canada has to admit a person who is not admissible under Canada's law.

Mr. KEENLEYSIDE: The practical answer to that is that these people really cannot come in at the present time. In the first place in the circumstances you have mentioned they would both be enemy aliens, and enemy aliens are not admissible to Canada under present regulations unless they can first of all prove they were opposed to the enemy government. That is a very difficult thing to do.

Mr. COLDWELL: The person I have in mind is a Czech who fled when Hitler came in and kept moving until he found himself finally in Roumania.

Mr. KEENLEYSIDE: If he is still a Czech national—

Mr. COLDWELL: He is not a Communist. He is opposed to the regime.

Mr. KEENLEYSIDE: —he is not an enemy alien so he does not fall into that category.

Mr. BENEDICKSON: Somebody would have to certify him as not being an enemy alien.

The WITNESS: If they are enemy aliens they not only have to prove they were opposed to the enemy government but they then have to get out.

Mr. COLDWELL: Did I say he was a Czech? He is a Pole.

By Mr. Kidd:

Q. I should like to ask a question of Mr. Jolliffe. It has to do with British immigrants coming to Canada. I had a question on the order paper a short time ago and the answer I received was that about 1,100 single men and about 1,900 single women have arrived in Canada since January, 1946. Is the government doing anything to aid single boys and girls to come to Canada at the present time? I understand they are not?—A. You mean—

Q. By way of transportation?—A. Paying their passage?

Q. Yes.—A. No, there is no assisted passage.

Q. Are they doing their best to help these people who want to come here? Here is my point. I mentioned it before in the House and probably will have to do it again. We had in Kingston the fleet air arm. In that community there were 100 classes of 50 boys to a class. Nearly 5,000 of these British boys were trained at Kingston, and that was only one of a hundred places across Canada. The war is over and these boys have gone back and have been demobilized. Most of them are single. A great many want to come to Canada and marry Canadian girls. I think I am correct when I say that up to July 1 last the applications of all people in the British Isles wanting to come to Canada were handled by Canada House. After that date it was handed over to the transportation companies. Then these boys had to fight for themselves. The result is that some of them are not out to Canada yet. I am not saying anything against Poles or displaced persons who want to come to Canada to-day, but you would have to find a job for them whereas these boys want to come and marry a Canadian girl and have a job. They are British subjects. They know the conditions. They have already been in Canada. Only a week ago last Saturday a boat arrived at Halifax from Southampton with one or two of these boys whom I happened to know and was instrumental in bringing here. On that boat there were 500 Poles from Great Britain. These Poles took the place of British subjects who wanted to come to Canada and would have made better citizens. I am trying to urge the department as strongly as I can to do what we can to get these single girls and men here. I do not know whether the department is doing very much to help them.—A. We are endeavouring to get all the transportation that is available.

Q. It is a matter of transportation?—A. It is a matter of transportation.

Mr. BENEDICKSON: Canada did not pay in any way towards bringing in these 500 Poles.

Mr. KIDD: Yes, Canada did pay. It said so on the order paper.

The WITNESS: No.

Mr. KIDD: I am sorry, but we had better have that corrected because I put the question on the order paper and it was answered by the minister himself.

Mr. KEENLEYSIDE: They did pay from the port to their destination in Canada.

Mr. KIDD: As I remember the question Canada paid a part of the transportation and Great Britain paid a part of it.

The WITNESS: Ocean transportation?

Mr. KIDD: I do not know. I say transportation.

The WITNESS: Transportation from the port of entry.

Mr. KIDD: I am not finding fault except to say that there are a great many single boys and girls in Great Britain who are being held up by the lack of transportation. The transportation these boys and girls should be getting is being given away to these other central Europeans, people who were never in Canada before.

Mr. FRASER: The British should have the preference.

Mr. COLDWELL: You have got to consider the humanitarian side. I should like to see people from Great Britain coming here for more than one reason.

Mr. KIDD: I think Mr. Coldwell should be fighting for the cause I am fighting for now.

Mr. COLDWELL: I should like to see Britishers come here for more than one reason but the fact is that this is a humanitarian business. The Britishers do have homes and food and all the rest of it.

Mr. KIDD: I will say this jokingly. It is going on the record. Somebody said to me, "The people in Great Britain sort of put one over the Canadians. They are getting rid of 500 Poles around Glasgow whom we do not want over there and Canada is taking them."

Mr. COLDWELL: Somebody may have said that jokingly.

Mr. KIDD: There are quite a lot of Poles around Glasgow. All you have got to do is read the article in the *Toronto Star* a short time ago.

Mr. COLDWELL: The British have given a great deal of refuge to these displaced persons.

Mr. BENIDICKSON: They have been paying the cost of supporting them.

Mr. KEENLEYSIDE: The British government is anxious for us to help them in the matter of the Poles. They have had this burden on their hands for a great many years. They are extremely pleased to get some help in handling it. We made some contribution towards that. On the other hand the British government is not anxious to have their own people leave there. It wants them to stay home.

Mr. KIDD: If you followed what happened after the last war there were 250,000 left Great Britain and it is going to happen again. You cannot stop it. One out of every five who left Great Britain came to Canada. The other four went elsewhere. We should have had them. They went to the United States. That is what I am fighting for now. If Canada does not insist on these boys coming and giving them transportation they are going to go to the United States or Australia or New Zealand in the next 12 or 15 months if we do not help them now.

The WITNESS: They cannot get to Australia, New Zealand or the United States any faster than they can get to Canada.

Mr. KIDD: Apparently they are fighting their own battles. If they get the money they will fly.

The WITNESS: That same condition applies to Canada. They are doing that to Canada. The regulations with regard to British subjects could not be any easier or simpler than they are to-day. It is a matter of good health, character and arriving in Canada where they are not likely to become any public charge.

Mr. KIDD: I am hoping somebody—I guess it is the Minister of Transport—will see that we get transportation for them. I am not finding fault with your department. I am finding fault with the transportation companies.

By Mr. Benidickson:

Q. Mr. Fraser raised the question of Chinese immigration which I was going to raise myself. I was rather disappointed at receiving a letter to-day saying that one of these applications could not be received, although we have passed the bill. Supposing the application forms did come in next week, have we set up in the Orient examining centres for the examination of the proposed dependents of our Chinese Canadian citizens?—A. They are not set up, but they are in the process of being set up.

Q. Could Mr. Jolliffe estimate when they will be set up?—A. Within the next few months, I should think.

Q. We are just back to about the same kind of doubts as we had concerning the European set-up for the last two years?—A. In the first place, there is not the transportation. It is an old story I know, but there is not the transportation for these people to come to Canada. If we had 40 officers in Hong Kong to-morrow, we would not be able to move those dependents who, presumably, would be admissible under the law as it is now. We would not be able to reach them any faster than if the officers were not there for six months because transportation is not available. This does not mean to say we are not going to deal with them. We are going to deal with the applications and investigate them. Then, as soon as transportation is available these people will be able to move.

Q. I have not got the evidence to argue against you in respect to the oriental immigration set-up, but history may repeat itself. We may find ourselves in the same position as we did in respect to European immigration, when there were times when we could not supply an adequate number of examining officers but there was transportation available. If your facilities had been available to examine the people in Poland, for instance— —A. Are you referring to a recent occasion, sir?

Q. A year ago.—A. When was the transportation available to move immigrants from Europe last year?

Q. They were moving freely from Poland to Great Britain and from there by air transportation and any other means available. The relatives would be paying for the transportation?—A. Air transportation?

Q. Yes.—A. We did deal with people who travelled from Great Britain by air.

Q. There was not a man of ours in Poland to medically certify these Polish relatives who were prepared to make their own way to Great Britain and eventually by air to Canada?—A. There is now.

Q. There is now, but I am saying there was not at the time that form of transportation was available. I suspect history may repeat itself and that even now, air transportation could be found from the Orient to the United States and up into Canada if we had a medical set-up in China to examine the proposed immigrants.

Mr. WINKLER: In regard to the continental figure of 5,000 persons, I should like to know what is behind the figure and what will happen when the figure is exhausted?

Mr. KEENLEYSIDE: If I may try to answer that, I would say that the figure was selected just as a round figure to get the principle established that we were going to make an effort to move on our own on this matter without waiting for the International Refugee Organization to work out an international agreement on it. There was not anything particular in the amount when we selected 5,000. It is just a nice, round figure.

As to the last part of your question, that is a question of government policy. When the 5,000 are out, the whole situation will be canvassed again. If we are close to an international agreement we will probably wait for it, but if we are not the government may want to bring another 5,000.

Mr. COLDWELL: I think it is a fine gesture. I am glad to see the government doing something before the International Refugee Organization is set up because I am doubtful as to whether it will be functioning very soon.

The CHAIRMAN: Are there any further questions?

By Mr. Fraser:

Q. I should like to ask Mr. Jolliffe if they have offices set up in Norway and Sweden?—A. Yes.

Q. They are set up there?—A. Yes.

Q. There was another case I had, of a French woman who was brought into Canada some months ago as a governess. I do not know what the regulations are, but I just heard this morning she has no right to stay in Canada?—A. I did not quite catch what you said.

Q. This French woman came into Canada as a governess and now she is not allowed to stay. Why would that be?—A. Is she applying for permanent residence?

Q. Yes.—A. And been rejected?

Q. And been rejected, yes.—A. I presume she has not any relatives in Canada?

Q. That would be the reason?—A. Presumably she does not come within the admissible class.

Q. She would have to have relatives here in order to stay?—A. She would have to have a certain degree of relationship to someone in Canada or to belong to a certain class of employment.

The CHAIRMAN: Are there any further questions? Are you satisfied that we are through with the estimates of External Affairs? I want to thank Mr. Jolliffe and Mr. Keenleyside as well as Mr. Sivertz for their very fine presentations. There is a young man who has been at most of our sittings, Mr. Starnes. He has shown fine cooperation in his work as a liaison man between our department and the Department of External Affairs. As we have now concluded the examination of the External Affairs estimates 41 to 46, it is imperative we refer them to the House at an early date. I should also like to remind the members of the committee that the fifth and sixth reports are to be released this afternoon.

As to the visit we are to make to the passport office, is it satisfactory to convene at my office at eleven o'clock next Monday? The secretary will notify the members to that effect.

The committee adjourned at 12.55 p.m. at the call of the chair.

ORDER OF REFERENCE

TUESDAY, June 17, 1947.

Ordered,—That the following Bill be referred to the said Committee:—

Bill No. 272, An Act to provide for Privileges and Immunities in respect to the United Nations and related International Organizations.

Attest.

ARTHUR BEAUCHESNE,

Clerk of the House.

REPORT TO HOUSE

FRIDAY, June 20, 1947.

The Standing Committee on External Affairs begs leave to present the following as a

EIGHTH REPORT

Your Committee has considered Bill No. 272, An Act to provide for Privileges and Immunities in respect of the United Nations and related International Organization, and has agreed to report it without amendment.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

MINUTES OF PROCEEDINGS

FRIDAY, June 20, 1947.

The Standing Committee on External Affairs met this day at 10.30 o'clock. Mr. Bradette, the Chairman, presided.

Present: Messrs. Beaudoin, Benidickson, Bradette, Coldwell, Côté (*Matapedia-Matane*), Croll, Fleming, Isnor, Jackman, Jaenicke, Jaques, Knowles, Low, MacInnis, MacLean, Marquis, Winkler—17.

In attendance: Messrs. John K. Starnes and E. A. Côté.

The Chairman read the order of reference of June 17, 1947 on Bill 272, An Act respecting Privileges and Immunities in respect of the United Nations and related International Organizations.

Mr. Lester B. Pearson was called and questioned. He was assisted by Messrs. E. R. Hopkins and E. A. Côté.

A general discussion took place on the principle of the Bill.

Clauses 1, 2, 3 and 4 were adopted.

The title and the schedule were adopted.

Ordered,—To report the Bill.

At 12.15 the Committee adjourned at the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

June 20, 1947.

The Standing Committee on External Affairs met this day at 10.30 a.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, I am very appreciative, indeed, of having more than a quorum so early. We all realize how hard it is because some of the members, like myself, went to bed at half past four this morning.

As you realize on Tuesday, June 17, 1947, we had the following order of reference:

Ordered that the following bill be referred to the said committee, bill No. 272, an Act to provide for privileges and immunities in respect of the United Nations and related international organizations. Attest, Arthur Beauschene, Clerk of the House of Commons.

This morning we are fortunate to have with us again Mr. Pearson and Mr. E. R. Hopkins. Personally I thought we were nearly finished with our work for this session but this Bill has just been referred to us. I know it will be the subject of very instructive and elevating discussion.

Mr. JAUQUES: Have you an extra copy of the bill?

Mr. LOW: I have one here.

The CHAIRMAN: I believe the best order of procedure would be to call first of all clause 2 of bill 272, an Act to provide for privileges and immunities in respect of the United Nations and related international organizations. Clause 2 reads:

2. The Governor in Council may authorize the accession of Canada to the Convention on the Privileges and Immunities of the United Nations (in this Act called the 'Convention'), set out in the Schedule to this Act, with the reservation that exemption from taxation imposed by any law in Canada on salaries and emoluments shall not extend to a Canadian citizen residing or ordinarily resident in Canada, and may make such orders as appear to him to be necessary for that purpose and for the purpose of carrying out the obligations of Canada thereunder.

Mr. FLEMING: Are we going to have a statement from Mr. Pearson or is he here to answer questions that may arise?

The CHAIRMAN: I will leave that to the discretion of Mr. Pearson and to the approval of the committee as to what he prefers to do.

L. B. Pearson, Under Secretary of State for External Affairs, called:

The WITNESS: I had not expected to make a statement. I had thought possibly I might try to deal with any questions that arise of a more general character concerning this Bill while questions which concern more specifically its legal aspects could be dealt with by Mr. Hopkins or Mr. Cote, who are both very familiar with the background of this particular bill. I am not quite sure what kind of general statement from me would be of assistance.

Mr. FLEMING: There are a few remarks I should like to make which may give rise to some questions that Mr. Pearson may answer.

The CHAIRMAN: Before we proceed, I believe you are right. If any of the members would like to make general remarks on the bill now that we have started on clause 2 that will be the proper place to make those remarks. Then we will proceed with the bill clause by clause after we have had that general discussion and general questioning.

Mr. FLEMING: I want to make it clear I do not intend to make extended and general remarks. There are a couple of points in connection with this bill I should like to bring out if I can. In the first place I think there is some concern at the present time about extending immunities to officials of the United Nations and related organizations arising out of the somewhat general apprehension about the trend of international events.

I dare say if this particular convention had been presented to parliament for ratification a year and a half ago we would not have hesitated for a moment. We would have said, "Well, it is contemplated by the charter to which we have subscribed and follows necessarily from it, and what we are doing now is simply carrying out the obligation that is implicit in the charter."

There is some uneasiness to-day that gives rise to the first point I should like to clarify. This may be put as a general question to Mr. Pearson. If things do not work out satisfactorily, and if officials of the United Nations or related organizations should be assigned to Canadian territory who prove not to be acceptable here for one reason or another I take it it would be a matter of government responsibility to make such representations to the United Nations or to the specialized organization which has accredited that official to duties in Canada, and that it would be then the responsibility of the government to ask the United Nations, or the particular specialized organization, to remove that official from Canada, and that if we came to an impasse on the subject either through refusal of the organization to remove that official on the request of the Canadian government, or so many officials are proven to be *persona non grata* here it might then be left for Canada to withdraw from the organization in question. Am I right in assuming with the withdrawal of Canada from the particular organization which has accredited that official to Canada his rights under the convention that we are being asked to ratify now would cease? That is the first point.

The WITNESS: On that point, as you know, the officials in question are officials of international organizations, and as such are not supposed to be responsible to, or have any special obligation or loyalty to, their own government in the discharge of their duties while serving an international organization. If, however, any official of an international organization took action of any kind or said anything which made him *persona non grata* to the government of the country in which the organization was located; if he did anything which was improper and which aroused suspicion in the mind of the government of the country in which the organization was located, I should think it would be open to that government to take the same action as it would in respect of a diplomatic official who acted improperly. It could ask for his withdrawal. In the case of a diplomatic officer his government is asked to recall him. In the case of an international official, while I do not think the situation has ever arisen in the past, no doubt the action taken would be to ask for his dismissal from the organization, or at least his withdrawal from the particular country. If the organization in question refused to take that action it would be open to the government, of course, to withdraw from the organization as you have suggested, and I take it that withdrawal from the organization would be followed by withdrawal from the obligations of the convention establishing privileges and immunities.

Mr. HOPKINS: By cancellation of the order in council.

The WITNESS: By cancellation of the order in council, in which case the Canadian government would have no obligations of any kind to extend any privileges to this particular man or to any other official of that organization. They could go even further if they so desired. They could ask the organization itself to locate some other place than Canada.

By Mr. Low:

Q. That seems to be at variance, does it not, with the last part of section 12 of the convention. I will read section 12. It says:

In order, to secure, for the representatives of members to the principal and subsidiary organs of the United Nations and to conferences convened by the United Nations, complete freedom of speech and independence in the discharge of their duties, the immunity from legal process in respect of words spoken or written and all acts done by them in discharging their duties shall continue to be accorded, notwithstanding that the persons concerned are no longer the representatives of members.

A. I think, if I may say so, that is a rather different case. In the first place that section applies to the United Nations and not to the specialized organizations. In the second place it applies to representatives of member governments who are attending United Nations meetings and not members of the secretariat or the staff of the international organization.

Q. That is quite true, but I suppose what Mr. Fleming referred to would be covered by this?—A. It would, but if there is a danger it would not be nearly so great in the case of representatives of member states because they would be in the country for temporary purposes only, to attend the session. Then they would go back to their country. Any danger, if there is a danger, would be much greater in the case of permanent members of the secretariat of the organization who would be living in the country.

Q. Would you enlarge on the meaning of that last clause, "notwithstanding that the persons concerned are no longer the representatives of members"? It would appear that we still have to grant them all these immunities.—A. I think Mr. Hopkins can probably explain the legal significance much better than I can. It seems to me, though, that it applies to members who are attending a conference or a committee of some kind, and who are given immunity while they are so attending; and this immunity, in so far as it concerns anything they may have said or done at the meeting, is extended after they leave the meeting and go back home. In other words, they could not be sued later on for anything they did at that meeting.

Mr. HOPKINS: I think that is the sense of it.

The CHAIRMAN: After reading the bill I thought I might suggest an amendment. The amendment might start discussion on those words, "are no longer the representatives of members" in section 12. What I would suggest is that it should read "for all and any of their actions and activities while they exercise functions in the capacity and as outlined in this section." There would be safeguards there.

Mr. HOPKINS: It only applies while they are discharging their duties. That is the point.

Mr. Low: That is not what it says. It said "notwithstanding that the persons concerned are no longer the representatives of members."

The CHAIRMAN: I have the same thought as Mr. Low on that section. That is why I intended to bring in that amendment.

Mr. JAENICKE: You cannot amend this.

The CHAIRMAN: We cannot amend it but we could make that recommendation.

Mr. KNOWLES: Parliament cannot amend it.

The CHAIRMAN: It can be included in our report.

Mr. KNOWLES: To whom?

The CHAIRMAN: To parliament.

Mr. KNOWLES: Parliament cannot amend this.

The CHAIRMAN: It seems to me it would be the same as the extradition Treaty. That is the point I want to be clear on. When we dealt with the extradition Treaty we really had no judicial power, but at the same time we brought in recommendations that no doubt effected changes. I leave that thought for discussion.

Mr. Low: There is one other thought I might pursue on that very point. If you turn to section 16 you will find out what a representative is. It reads:—

In this article the expression "representatives" shall be deemed to include all delegates, deputy delegates, advisers, technical experts and secretaries of delegations.

He could have 10,000 if he wanted to and every one of them would be accorded immunities as outlined in section 12 even after they discontinued being representatives.

By Mr. Côté:

Q. Is there such a thing as this bill in front of the parliament of the nations which have subscribed to the United Nations charter or is it only Canada that is doing something of this sort?—A. This bill is before all members of the United Nations. Some of those members have already accepted the convention without reservation, including the United Kingdom.

Mr. CÔTÉ: Therefore we are not stretching our neck any more than anybody else who has subscribed to the United Nations charter. It is more or less a gesture we are making in passing this bill.

Mr. JAENICKE: Does not section 14 more or less protect us? It reads in part:—

...Consequently a Member not only has the right but is under a duty to waive the immunity of its representative in any case where in the opinion of the Member the immunity would impede the course of justice, and it can be waived without prejudice to the purpose for which the immunity is accorded.

Mr. Low: Who decides whether it impedes the course of justice?

Mr. JAENICKE: We decide that.

Mr. CROLL: Have we not done this sort of thing before? You remember the case before the I.L.O. some time ago where objection was taken to a man called Wald from France, and he was asked to leave the country and he did. Does that recall anything to anyone's mind. It is only a hazy recollection on my part.

The WITNESS: I think there have been one or two cases where a government has called to the attention of the I.L.O. certain activities of members of its staff which were considered undesirable. I think, in one case the I.L.O. was asked to remove an official from the country. I am not sure, however, and I may be wrong about this. Of course, the government can always take such action. It can go further along the lines I suggested to Mr. Fleming.

Mr. JAKUES: Would there not be economic or other sanctions against any country that did that? I do not know what is going to prevent it. Somebody said they could ask for the representative to be withdrawn, but I do not see that we have any power to act upon it if they disregard the request.

The WITNESS: It will not be forgotten that this particular clause applies to the United Nations. There are no offices of the United Nations in Canada at the present time nor is the United Nations likely to be established in Canada. It is, as you know located in New York.

Mr. Low: Specialized agencies.

Mr. JAKUES: But if Canada made a complaint against any or all of these officials and that complaint was ignored we could do nothing about it.

Mr. CROLL: Yes, we could. We could deport him. We could withdraw his recognition and deport him.

Mr. Low: I do not think you can do that.

Mr. CROLL: Without his recognition he is no longer recognized.

Mr. Low: It might help to get a little information first of all on several phases of this. This deals not only with the central United Nations organization but also specialized agencies. I wonder if Mr. Pearson would mind telling us of what specialized agencies Canada is now a member?

The WITNESS: We have that list. I think it was given by the minister in the House of Commons and I would be glad to repeat it. As to these specialized organizations the list of which I will have in a second, not all of them, of course, have come into relationship with the United Nations.

By Mr. Low:

Q. I understand.—A. The list is as follows.

Q. While you are giving it would you mind indicating which of those have been brought into relationship pursuant to article 63 of the charter?—A. The International Labour Organization. That is now in relationship with the United Nations under article 63 of the charter. The Food and Agriculture Organization of the United Nations also has a formal relationship with the United Nations. The United Nations Educational, Scientific and Cultural Organization is also in relationship with the United Nations. The International Civil Aviation Organization, which as you know is located in Canada, in Montreal, is now negotiating arrangements which will bring it into relationship with the United Nations. I think those negotiations will probably be completed shortly. They are not yet completed, however. Then there is the Universal Postal Union which is also discussing with the United Nations ways of bringing it into relationship, but no final result has I think as yet been achieved. The International Telecommunication Union, the International Bank for Reconstruction and Development, the International Monetary Fund.

By Mr. Jaques:

Q. International Bank?—A. Yes. None of them have made an agreement under article 63. The World Health Organization, the International Refugee Organization. The International Refugee Organization is not yet, of course, actually a going concern. It may well be so however within a few weeks.

By Mr. Low:

Q. Is that the list?—A. That is the list.

Q. I wonder if you could indicate there which of those are likely to be brought into relationship with the United Nations under article 63?—A. I have mentioned three that are already. I should think that it is very likely that the International Civil Aviation Organization will be and also the Universal

Postal Union, although there may be some doubt about that. There have been no approaches made yet that I know of by the Bank or the Fund for association with the United Nations. I do not know what their views are, but there has been no proposal made by them to the United Nations.

Q. Has it not been indicated, however, they probably will be?—A. Up to the present they have shown considerable reluctance to associate themselves as specialized agencies with the United Nations.

Q. But according to article 57, they would be eligible?—A. Yes, but they have taken no steps under that.

Q. Did not President Roosevelt's speeches just about the time of the Bretton Woods conference indicate they would eventually become associated?—A. Yes. May I say there has been a difference of opinion in some of those specialized organizations as to whether they should adopt the procedure under article 63 and come into this formal relationship with the United Nations. The reason for that is that it is not yet clear to the United Nations itself whether they will attempt to exercise more than a sort of general co-ordinating and supervisory influence over the specialized agencies. If the United Nations goes further than that, tries to exercise a budgetary control, to set up one budget for all the United Nations organizations, and to exercise generally a control which is greater than some of the specialized agencies would like, that will probably keep some of them out. I think some of them are holding back to see what the United Nations itself intends to do. They are watching the working out of the agreements that have already been reached. I think that applies to the Bank and the Fund. It is not clear yet what they will do. May I also say that another reason is that some of the specialized agencies have a different membership than the United Nations itself. This is a rather delicate subject. Some of them feel that without full United Nations membership they can make greater progress in some of these technical matters. If they come into relationship with the United Nations they come under supervision and possibly under some form of control by an organization which has a different membership than their own. That may have an influence.

By Mr. MacInnis:

Q. Have you any information as to the number of members who have ratified this convention, and what would be the effect of non-ratification on a member nation?—A. As to the first question four states have already ratified the convention without any reservation. Two have passed the necessary legislation but have not yet deposited their instrument of accession as of May 31. It may have been done since then.

By Mr. Low:

Q. Which are the four?—A. The four are the United Kingdom, Dominican Republic, Liberia and Iran. The two that have passed the necessary legislation are Honduras and Venezuela. France has approved a decree whereby the provisions of the convention come into force without reservation, but has not yet deposited its instrument of accession. It has passed the decree. Four countries have already by administrative action given certain privileges and immunities under the convention. They are Lebanon, Syria, Guatemala and New Zealand. Several other countries have notified the United Nations the matter of accession to the convention is under consideration by their governments. Those are Norway, the Netherlands, Turkey, India, Nicaragua, Panama and El Salvador. So far as the United States is concerned—and it is the most important country of all in this respect because the United Nations is located in the United States—they have notified the United Nations the matter will be considered, they hope, shortly by Congress, that the necessary action may be

taken, but there has been no action taken yet by Congress. However, by public law 291 the United States can already grant some privileges and immunities to the United Nations, and has done so.

By Mr. MacInnis:

Q. Perhaps you cannot give any reply to my second question. What effect would non-ratification by a member nation have on that nation with the United Nations and its agencies?—A. The position would be just that of failure to pass the necessary legislation to implement an international agreement which we have accepted.

Q. Delegates from those states could still come here but they would be here without any immunities?—A. Yes. It is just conceivable, however, that if we take no action any United Nations organization located in Canada may consider leaving Canada for a country which would give them the privileges and immunities which they had expected to receive.

Q. Are there any organizations now in Canada and if so what are they?—A. The I.L.O. is in Montreal although it may not remain permanently in Montreal. Its permanent site before the war was in Geneva, and some of the I.L.O. has already moved back to Geneva. The Civil Aviation Organization is in Montreal.

MR. FLEMING: Mr. Chairman, a while ago I asked questions with reference to the case of an accredited representative of one of the organizations becoming persona non grata. I should like to take a slightly different case this time, and refer to a specific situation. I am thinking about some individual who is persona non grata to start with but is nevertheless appointed here. That brings to mind a specific case. I should like to see how such a case is going to stack up under this convention if it is adopted. I am referring to the case of Mr. John Grierson who was formerly commissioner of the National Film Board in Canada. I asked some questions that went on the order paper on March 4th of this year. I should like to refer to them and a couple of passages in Hansard where the matter has since been the subject of oral questions in the House. This is the first original question.

1. Is John Grierson, former Commissioner of the National Film Board, a Canadian citizen?

The answer was:

If he had Canadian domicile, by at least five years' residence in Canada, on the first January, 1947, he is deemed to be a Canadian citizen under the Canadian Citizenship Act.

I think we are all aware of that fact but there is still no answer to the question of whether he is a Canadian citizen.

The second question was:

2. Is he entitled to enter and reside in Canada?

The answer again was rather meaningless.

If John Grierson is a Canadian citizen or in possession of Canadian domicile within the meaning of the Immigration Act he is entitled to enter and reside in Canada.

The third question was:

3. Has the government any information concerning the refusal of the United States authorities to grant him a quota visa for residence in the United States, and any information concerning the reasons for such refusal?

The answer to that was "No".

The fourth question was:

4. Would such reasons affect his right to enter, reside in, or depart from Canada?

The answer again was "No."

It has subsequently appeared that Mr. Grierson was appointed an official of the United Nations Educational, Scientific and Cultural Organization. There was an appointment announced not long after that by Mr. Huxley, the Director General of that organization.

There was a question asked in the House on that subject on April 2 at page 2028 of *Hansard*. The question was asked by Mr. Fulton.

I should like to ask a question of the Secretary of State for External Affairs. Has Mr. John Grierson applied to the Canadian government for a diplomatic passport, as adviser to the director of UNESCO, or has he made any approaches to any department in that regard? If he has, what will be the government attitude with respect to such application?

Mr. St. Laurent answered. His answer is:

The answer is "No." There has been no application for a diplomatic passport, but it is customary to accord diplomatic immunities to officials of the United Nations, and Mr. Grierson will be treated in that regard in the same way as other officials of the United Nations.

On April 28, at page 2530 of *Hansard* Mr. Fulton again asked this question. I believe this was a question on the order paper.

1. Has Mr. John Grierson asked the government or any member or department thereof, for help in obtaining a visa to enter the United States?

The answer was "No."

2. Has any decision been made with regard to such request? If so, what was the decision?

The answer was "Answered by No. 1."

3. Was Mr. Grierson's appointment as adviser to the Director General of UNESCO recommended by or on behalf of the Canadian government, or by or on behalf of any member, department or official thereof?

The answer was "No."

4. Was his appointment subsequently approved by or on behalf of the Canadian government, or by or on behalf of any member department or official thereof?

The answer was "No."

5. Did the United States delegation in UNESCO make any representations against this appointment either before or after it was officially approved by UNESCO?

The answer was: "No information is available."

Before asking Mr. Pearson to comment on the case this, of course, is not a case of a United Nations official coming into Canada. It is a question apparently of whether he should be admitted to the United States, but the same thing could happen here. What rights is Canada going to enjoy if some one has resided in Canada, has left for some reason or other, and is subsequently appointed an official of the United Nations or one of its related organizations? Is he going to enjoy the complete right to come into Canada if accredited to Canada by one of the organizations?

Mr. CÔTÉ: I should like to interrupt.

The CHAIRMAN: Order, there is a question.

Mr. FLEMING: I should like Mr. Pearson to deal with that.

The CHAIRMAN: As to that question will you clarify it? Did that gentleman lose his citizenship when he left Canada?

Mr. FLEMING: We are not told whether or not he did. We are not told whether he was a citizen, but this case has provoked a good deal of interest and I think it illustrates a problem which is troubling a good many people with reference to this present convention.

Mr. CÔTÉ: I think the answer is right there. You have just proven the necessity for us or for any other nation which has subscribed to the United Nations charter to pass this bill because as I understand it you leave the responsibility where it should rest. Instead of leaving it with individuals, politicians and other people, who would take issue and fly at one fellow and not at another, in this bill you say to the proper organization, whether it is UNESCO or I.L.O. or any organization connected with the United Nations, "We assure you in advance of immunity for all your personnel as long as we do not find anything serious enough to make representations to you." If anything serious enough is found then representation is made in due course as representation is made to a nation when the ambassador of that nation is not behaving properly.

In my estimation this bill will leave entirely to the organization the responsibility for its personnel and on the other hand will protect the personnel from attacks below the belt, shall I say.

If representations are made in a serious case and the organization, whatever it may be, does not comply with the requirements of Canada, or any country subscribing to the United Nations charter, then it is up to the country to make a direct appeal to the United Nations and say, "Such and such an organization has a representative in our country who is not behaving properly and we ask you to see that proper correction is made."

This bill is a safeguard for personnel of these various organizations which may be established here or elsewhere in the world, and who may be abused for various personal, political or other purposes. I think what Mr. Fleming has just brought up has proven the necessity of such a bill.

Mr. Low: Is there not a very great difference between a diplomatic representative of a nation and a technician who might come here for observation purposes or to get information? What I mean is an ambassador or a diplomat is of no value whatever to his country within Canada if Canada does not recognize him and make available certain things. They know that so they withdraw him more quickly, but if he is a technician and somebody takes objection to the things he is doing quite a time might elapse before action is taken by his home country, and in the meantime the damage may be done.

Mr. FLEMING: I do not want to be turned aside from the question.

Mr. COLDWELL: I was going to comment on Mr. Fleming's question.

The CHAIRMAN: Very well, as long as it is relevant to that question.

Mr. COLDWELL: I think it is an unfortunate thing that you are going to discuss this on the basis of a personal case. I think it is regrettable that is being done. After all if we are going to discuss the case of Mr. John Grierson I think we should ask Mr. Pearson, "Has Mr. John Grierson been accused of anything that would prevent his entry into Canada? If he has been has he been tried? Was he given an opportunity to defend himself? Has he been convicted?"

Mr. CÔTÉ: I should like to suggest that the questions are not relevant to the proceedings of the committee. We are not discussing Mr. Grierson's status.

Mr. COLDWELL: It is unfortunate.

Mr. CÔTÉ: I do not think this should be put on the record.

The CHAIRMAN: If the committee do not want this on the record, very well.

Mr. KNOWLES: Oh yes, we do.

Mr. COLDWELL: I have no knowledge of anything Mr. Grierson has done.

Mr. JAKES: I have.

Mr. COLDWELL: Mr. Jakes says he has. Let him lay a charge and give Mr. Grierson an opportunity to defend himself.

Mr. FLEMING: This is not a new matter. It was raised before and has a direct bearing on this very matter. There are some of us who are troubled about some of these provisions in the light of what may arise, and it bears on what action is likely to be open to governments to be taken under such a convention in the light of such a case. The point is this. Mr. Grierson left Canada. May I use this for illustration? I was introducing this for illustration because it has been before the House and was a direct illustration. He left Canada, and according to information that appeared in the Canadian press he applied for entry to the United States, and permission was not given. Then there was a suggestion, again in the Canadian press, about his making application through Canada. That gave rise to the first questions. Then the next stage was that he was appointed an official of the United Nations Educational, Scientific and Cultural Organization, and because of that fact was obtaining or seeking to obtain entry into the United States. What I want to get at is this. If that situation were applied to Canada, if there were someone who under the present laws of Canada is not admissible, but who gets himself appointed as an official of one of the organizations and wants to come into Canada, is it going to be the responsibility of the Canadian government at that stage to say whether he shall or shall not be admitted to Canada and enjoy immunities simply because he has been appointed an official of the United Nations or related organizations?

The CHAIRMAN: I really believe we could get some elucidation from Mr. Pearson.

Mr. CÔTÉ: I do not think it is fair to ask Mr. Pearson such a question because it is obvious first of all that Mr. Grierson is a British subject. Therefore he is as such *persona grata* in Canada.

Mr. JAKES: Not necessarily.

Mr. CÔTÉ: There is nothing in the law against him. In the second place there are in this country plenty of so-called Canadians who are only British subjects because they have not made application for their Canadian citizenship.

Mr. MACINNIS: Perhaps it is regrettable that this point was raised in this way, but I think the question is a reasonable one and I think Mr. Pearson should answer it. I do not think we are getting anywhere by raising technical objections to it. If Mr. Pearson does not want to answer it that is his business.

The CHAIRMAN: If I understood Mr. Coldwell's point it was a question of procedure. It was the fact a personal matter was brought to the attention of the committee.

Mr. COLDWELL: Had it been a hypothetical case it might have been different.

Mr. MACINNIS: I think he is using the personal aspect of it as a hypothetical question.

Mr. FLEMING: I used it as a concrete illustration as something that has already happened, that has been in the papers.

Mr. KNOWLES: Let us give Mr. Pearson a chance. He cannot get in.

The WITNESS: I am not particularly looking for a chance here, but two points have arisen which have a bearing on the question. The question of ambassadors and diplomats has been brought up. It is, of course, within the power of this government, as of any government, to indicate to a government

it does not desire to admit the ambassador into the country. He has no right as such to admission into the country, nor has any diplomatic official. That power of refusal has been exercised by governments in the past. They have been kept out.

The second point bears on the question as to whether it is not easier to have an ambassador withdraw from the country than what was referred to as a technical official of an international organization. That is a matter of opinion. I would say myself it would be much easier to get an international official out of the country than a diplomatic representative of a government because if you want to get a diplomatic official out you have to go to his government, and governments are particularly sensitive about diplomatic privileges and prerogatives. It is always a very ticklish business. It would not be nearly so difficult to go to an international organization and say, "One of your officials has been misbehaving. We would be glad if you would have him leave the country."

By Mr. Fleming:

Q. You are talking about getting him out. What about the case of preventing him from coming in in the first place?—A. As to the situation concerning admission to the country I suppose there are two cases, the case of a Canadian citizen who may be a member of an international organization or the case of a non-Canadian. There again I think you have divided those cases into persons who are members of the secretariat of the United Nations and those members of specialized organizations.

If parliament accepts this convention, under section 24 they are asked to recognize the laissez-passers of United Nations officials. I do not think however, that this imposes any legal obligation to admit them to the country, but I should like to ask Mr. Hopkins to deal with this legal point.

Mr. HOPKINS: I think the committee is aware that there is, you might say, a juridical difference between the United Nations as such and the specialized agencies. The convention is a convention which relates to the United Nations and not to the specialized agencies. The legislation before the committee is enabling in character.

With regard to the specialized agencies—in the case of ICAO, for instance—it would be within the authority of the Governor in Council either to grant or to withhold these immunities, the convention providing a sort of ceiling or maximum within which the General Assembly of the United Nations has indicated that the status of these organizations should be established.

There is a provision to which Mr. Pearson has adverted concerning laissez-passers. It is contemplated that if the convention itself is acceded to, and if the necessary legislation follows, a United Nations laissez-passers would be recognized as in the nature of a passport when the holder thereof is travelling on the business of the organization.

Mr. Low: Are there any cases, Mr. Hopkins, under article 4, such as often happens where representatives and members of the principal and subsidiary organs attending a conference convened by the United Nations will be entitled to these immunities?

Mr. HOPKINS: There is sometimes confusion between the subsidiary organs and related agencies. By the organs is meant the General Assembly, the Security Council, the Economic and Social Council, the International Court of the Secretariat.

Mr. Low: If a conference is called to set up another international organization and if that conference happened to be in Canada, representatives and members could be sent here and be entitled to that immunity?

Mr. HOPKINS: No, this legislation would have no application in those cases. It applies only to the United Nations and to existing organizations, as and when Canada becomes a member and the organizations are brought into relation with the United Nations. It does not go beyond that.

Mr. KNOWLES: I should like to suggest that the committee note the wording of certain sections in the convention, in particular sections 14, 20 and 23. The wording is the same in each of these sections but they apply to three different categories. Section 14 applies to representatives of members. In other words, a representative of Canada going to one of these gatherings. Section 20 applies to officials of the United Nations. Section 23 applies to experts. In all cases, these words appear:

— in the interests of the United Nations and not for the personal benefit of the individuals themselves.

This is in order to safeguard the individuals in the exercise of their functions in connection with the United Nations.

Now, in addition to the wording of these three sections, 14, 20 and 23, the members should note the wording of section 21.

The United Nations shall co-operate at all times with the appropriate authorities of members to facilitate the proper administration of justice, secure the observance of police regulations and prevent the occurrence of any abuse in connection with the privileges, immunities and facilities mentioned in this article.

I might point out further that, at the end of sections 14, 20 and 23, it is specifically stated that the responsible person in each case has not only the right but the duty to waive immunity if there is any abuse at all.

Mr. HOPKINS: That is entirely correct. It is a responsibility that these immunities and privileges be not abused. If they are abused, it is not only the right but the duty of the responsible official to waive them. In that case, I should think it would not only be the right but the duty of the receiving states to suggest, in no uncertain terms, that such conduct is not acceptable.

Mr. KNOWLES: You may say, further, that Canada had something to do with this wording.

By Mr. Fleming:

Q. I should like to go back to Mr. Pearson for a moment. He raised the principle applicable to the accrediting of ambassadors to a state, that they must be acceptable to the state to which they are accredited. Now, does the same thing apply in the case of an official accredited in some capacity or other by the United Nations to a state? Is his name and are his qualifications first submitted to the state to which he is accredited before he is sent to that country or, in the case of the United Nations, is he simply sent forward without specifically being accredited?—A. I think the latter is the situation. The government, in the case of an international official, is not asked to approve his appointment to an organization situated within its borders.

Q. In the case of which I spoke, the government would have had an opportunity of passing on him as an individual if, for instance, he were proposed as an ambassador but would not be asked to pass upon him if he were accredited by the United Nations?

Mr. CROLL: They could reject him in the same way.

The WITNESS: Approval is asked in advance only for the head of the mission. There might be a mission of 50 diplomatic officials and the government is asked to approve in advance only the head of the mission. The other 49 come in automatically just as international officials would. In so far as the

head of the mission is concerned, he is in a different position than an international official, but all the rest of the mission would be in the same position.

By Mr. Knowles:

Q. May I ask whether the procedure would be the same in those cases where the head of the mission would have the status of an ambassador, minister or chargé d'affaires?—A. No, where a chargé d'affaires happens to be the head of a mission, the same formal approval would not be required. We do not have to get prior permission from the government before receiving a chargé d'affaires.

By Mr. Jaques:

Q. When a Canadian becomes an official of the UN, does he lose his Canadian citizenship?—A. No, he does not, Mr. Chairman. He retains his Canadian citizenship.

Q. I thought you or Mr. Hopkins said that when a person became an official of the UN, he ceased to have a loyalty to his own country?—A. No, I think I said earlier that when a national becomes an international civil servant, his responsibility is to the international organization and his loyalty as a civil servant is to that organization.

Q. Exactly, then he has defaulted his citizenship.—A. No, he still has loyalty to his own country.

Q. But no man can serve two masters.

Mr. MACINNIS: Pardon me, but may I just say at this point—

By Mr. Jaques:

Q. Mr. Chairman, this is to my mind a very important point. I think Mr. Coldwell made one of the most important statements and one of the most enlightening statements this morning when he said we were not dealing with individuals but we were dealing with institutions. Of course, that goes to the root of the matter. When you talk about all these strings of alphabetical letters they, in themselves, do not mean anything. When you talk about the UN, what is the UN? If it is not made up of individuals and if you are not going to deal with individuals, who is going to be responsible for anything that is said or done? The UN is not responsible. It is an abstract idea, that is all.

The CHAIRMAN: An abstract what?

By Mr. Jaques:

Q. It is an abstract idea. My whole point is on this question of loyalty.—A. Perhaps I should not have used this term, "loyalty" as it might be misinterpreted. I meant to explain that when a civil servant of Canada joins the United Nations secretariat, he is responsible to the United Nations Secretary General and to the organization. He takes his instructions from the United Nations organization. He does not take any instruction of any kind from his former government. He becomes an international, as servant from a national, civil servant in that sense.

Q. Even if it conflicts with his conscience? Even if his conscience tells him it conflicts with the real interest of his own country, he still has to serve the organization?

Mr. COLDWELL: If that happens he should resign.

The WITNESS: In the past, in the League of Nations Secretariat there were occasions when members of the secretariat could not conscientiously carry out some of their duties and they did resign. I should think that is what would happen again if there was this conflict of loyalties. You can see the impossibility of building up an international secretariat, the members of which were all subject to instructions from their national governments. It would not be a very effective organization.

By Mr. Jaques:

Q. My point is this, I see the impossibility of building up international order and, at the same time, retaining the idea of sovereignty. I understood Mr. King to say the other afternoon that the peace of the world depended on our survival as a Christian nation. If the nations are going to cease, as they do cease when they cease to be sovereign, then it seems to me this is a contradiction of Mr. King's statement.

Mr. MACINNIS: Are we going to try to bring a little sweet reasonableness into this discussion and find out just exactly what we are attempting to do? Canada is a member of the United Nations and just because Canada is a member of the United Nations, we have not given up entirely our duties and rights as a nation. As a matter of fact, we have extended them. I think that is the purpose of this whole thing. One of the purposes of the United Nations is to allay the suspicions between nations and try to increase cooperation. If we approach this question of ratifying this convention with the idea that we are so suspicious of other nations and the representatives of other nations that we cannot accede to them the privileges mentioned here, then I think it puts us into a position where we no longer trust the United Nations and the proper thing would be to withdraw from it.

What we should be concerned with here is, does this bill give adequate protection to Canada after the Charter is ratified? In view of the fact that the United Kingdom has already ratified it without reservation and that, politically, I imagine the United Kingdom is one of the most experienced countries in the world today, the most mature, I do not see much reason why we should not ratify it; that is, if we believe in the principles of the United Nations and the organizations which are associated with it. If we are not going to treat it in that light, we cannot deal with it effectively at all.

By Mr. Low:

Q. Was this convention considered by any conference of the British Commonwealth Premiers or representatives?—A. There was, so far as I know, no formal consideration given to it by any conference of Commonwealth governments. I have no doubt that in New York where it was considered there might have been informal discussions.

Mr. KNOWLES: This was drafted at London.

The WITNESS: At London, there might have been informal discussions before it was adopted.

By Mr. Low:

Q. I noticed in that list which you gave, only the United Kingdom had formally acceded.—A. New Zealand has already, by executive action, given certain privileges and immunities.

Mr. COLDWELL: New Zealand is not as important in this picture as Canada.

The WITNESS: No, there are no international organizations there.

Mr. COLDWELL: New Zealand is so remote from the centres it is very unlikely there will be any organizations there.

Mr. CROLL: I think the important point here was made by Mr. MacInnis who has the conscience of the House with him even in this committee. He has said that the United Kingdom, with years of experience in this sort of thing has seen fit to enter into this agreement. It would seem to me that would be a good guide for us, a point from which to work.

Mr. Low: The same government has made some bad blunders, too.

Mr. CROLL: I would not admit that.

Mr. Low: You would not admit that?

Mr. CROLL: No.

Mr. KNOWLES: The United Kingdom does know the meaning of freedom, anyway.

Mr. CROLL: We have this further knowledge, too. We know that the United States has extended this courtesy to the various delegates who have come there as missions and officials. I can recall no such difficulty up to the present time. For all purposes, it has no effect in the United States. Is not that our lead? It seems to me that is an excellent beginning.

By Mr. Jaques:

Q. May I ask a question about UNESCO? That is part of the UNO now, is it not? I think Mr. Pearson included UNESCO in the list of organizations which are already connected or related to the UNO?—A. Yes, it is.

Q. I understand that is the United Nations Educational, Scientific and Cultural Organization. This organization, if I understand it, is to undertake to sort of re-educate the civilized world. If we are a part of the United Nations then I suppose that organization will have a certain control over the educational system of this country. I am going to name three people and I am going to say if those three people are to have, more or less, control of the education of this country I want to register a most vigorous protest. Those three names, there may be others, but those three names are, Grierson, General Chisholm and Julian Huxley. If those people are to take a part in education in this country, I want to make a vigorous protest.

Mr. COLDWELL: We will leave it to Mr. Jaques.

Mr. CROLL: Put me on the other side, then.

Mr. Low: Since a general discussion has taken place, could we not now proceed to take the various clauses of the bill and the convention?

The CHAIRMAN: I think we have arrived at the stage now where we can do that. Shall clause 2 carry?

Carried.

Clause 3, organization; shall clause 3 carry?

Mr. Low: I should like to ask a question in respect to subsection (2) (a) which reads as follows:—

An organization shall have the legal capacities of a body corporate;

Just what is meant by "legal capacities" there? It is beyond me to understand that, not being a lawyer.

Mr. MACINNIS: Will you allow me to make a suggestion at this point? Are we not proceeding in a wrong manner? Since the purpose of this bill is to ratify the convention, should we not read the convention first and ratify or approve of it and then read the bill? If we read the bill and give it our approval, we are approving thereby the convention.

The CHAIRMAN: You mean the schedule to the bill?

Mr. MACINNIS: Yes.

The CHAIRMAN: I do not see the point there because after all, we are dealing specifically with the bill.

Mr. MACINNIS: After you read the convention, you will find out if there is anything to which you object or that you cannot accept. Then, if there is, you cannot pass the bill—at least those who find things in the convention that they cannot accept will not pass the bill.

The CHAIRMAN: Of course, we have to deal with this bill which has been referred to us by parliament. We shall go through it clause by clause and discuss the clauses. Then, we shall approve the schedule before the title and the preamble.

Mr. Low: We are in your hands, Mr. Chairman.

The CHAIRMAN: In so far as procedure is concerned I am in the hands of the committee.

Mr. MACINNIS: Perhaps I am not right. I notice the convention is a schedule to the bill.

By Mr. Jackman:

Q. In regard to taxation, there is that provision that a Canadian working for the organization in Canada shall not be immune so far as Canadian taxation is concerned. What is the general provision in regard to taxation of salaries of members of the United Nations Organizations, if Canadian, in the United States? Are they subject to any taxation by any taxing body or is this going to be a discrimination against a Canadian serving on a United Nations Organization in Canada?—A. If this bill carried the effect would be that a Canadian, serving with a United Nations or related organization in Canada would be liable to taxation whereas a non-Canadian serving with the same body would not be liable to Canadian taxation. So, in that respect, he would be in a different position. The effect in the United Nations in New York would be that all Canadians and the others, apart from the Americans, would be on the same basis of immunity from taxation.

By Mr. Croll:

Q. So, it is just a matter of location?—A. Residence and citizenship.

Q. Then, it may change from time to time?—A. Yes.

Q. I recall a report when Chisholm went there that one of the inducements, in addition to others, was the fact he was tax free. If Chisholm should move back to Canada, he is a Canadian—A. He would be taxable.

Q. That would be contrary to his agreement or the contract he had when he went there, would it not?

Mr. CÔTÉ: The American is taxable in the United States.

By Mr. Croll:

Q. That may happen?—A. It is not likely to happen because each of the organizations is located in one country. If the man you mentioned, Dr. Chisholm, were Director General of the Health Organization of the United Nations in the United States and his contract covered that position, it is not likely he would move back to Canada. He is director-general of an organization located in the United States and so is not likely to move back to Canada.

Q. There may be others in the lower categories who may be moved to whom that would mean considerable?—A. This immunity from taxation applies only to the permanent staff and not to the locally employed staff. I would also point out that the United Nations in New York is contemplating a system of taxation for its own employees.

By Mr. Low:

Q. I had not finished with that term, "legal and corporate bodies" in subsection (2) (a). What I should like to know is, does it mean that an organization can be sued as in the case of an ordinary corporation?

Mr. HOPKINS: That in effect gives it juridical personality. There are other provisions in the convention which affect its position and give it immunity from process.

Mr. Low: In other words it is given juridical personality so far as being able to sue is concerned, but it cannot be sued?

Mr. HOPKINS: That is right, subject to reservations and subject to waiver.

Mr. Low: I can imagine a number of particular cases in which an organization of the United Nations could do definite damage to property, say around a farmer's farm and he might want to take action. The organization would deny him the right to sue.

Mr. CROLL: Suppose one of the organization's trucks or cars killed somebody?

Mr. HOPKINS: That will be reached in due course.

Mr. JAUQUES: We are not dealing with individuals; we are dealing with organizations; that was my point.

By Mr. Jackman:

Q. May I ask what the situation is with regard to an American citizen working in the organization in New York. Is he subject to the American tax laws?—A. He is, yes. This tax position is one of the difficult things in a convention of this kind. One consideration which is important is that, if a national government taxes the salaries of international officials, such government would be taking money which came from other governments.

Q. I am just wondering if the effect of this will not be that the nationals of a country who are attached to a United Nations Organization will seek employment in a country other than his native country? Is that the situation, and is that desirable?—A. I would not think that would be a very undesirable position because the tendency has been to have the great majority of the employees of the organization from the country in which the organization is located. It hinders, somewhat the international character of the organization, so it is rather a good thing for the employees in some cases to leave their own country and work for an international organization elsewhere.

Q. Let us take the case of ICAO. Will it not happen that a Canadian who is serving on that organization will be severely discriminated against as compared with an American, since that organization is located in Montreal?—A. That is true, but steps are being taken to remove that discrimination within the organization. There are ways in which it can be done. In that case, all the officials, Canadian and non-Canadian, would be on the same basis in so far as income is concerned.

Q. The general result is that those who are serving the United Nations Organizations will not be tax free?—A. Canadians serving on these organizations in their own country will not be tax free.

Q. You said a little while ago that the United Nations Organization, itself, is setting up some kind of tax schedule?—A. Yes, that is right. They are working out a scheme of internal taxation.

Q. In other words, an employee of one of these organizations will pay a tax no matter where he is located?—A. The idea is that all the employees of the United Nations should pay some kind of income tax in some form so they would be on a general basis of equality in that respect, whether the tax is to a national government or to the organization itself.

The CHAIRMAN: Shall clause 3 carry?

Carried.

Shall clause 4 carry?

Carried.

I should just like to say another word about the schedule. This thing baffles me, in a way, although I follow the line of argument advanced by Mr. MacInnis. We are the committee for External Affairs and no doubt we will have a lot to do with the Charter of the United Nations. If you make a study of the Charter, you may find some things which are not entirely acceptable to our parliament. Some things may prove to be that way. We have no power, within our reference, to change them, but I still maintain this committee after a thorough study should make some kind of a recommendation in our report. I do not believe we are ready to do that yet. I believe the members of our committee should make it a point to study very thoroughly the Charter of the United Nations Organization. In some instances the members will find, as I have found in the last paragraph, things which will seem a little baffling.

Section 36 of the convention reads as follows:

The Secretary-General may conclude with any member or members supplementary agreements adjusting the provisions of this convention so far as that member or those members are concerned. These supplementary agreements shall in each case be subject to the approval of the General Assembly.

The paragraph ends there and, so far as I am concerned, it does not go far enough.

Mr. Low: What power has the General Assembly?

The CHAIRMAN: I do not mean reporting from day to day; they should report from day to day, but they should give opportunities to democratic parliaments to deal with matters of that kind. That is only a thought I want to leave with members of the committee at the present time. We can go no further with it. I wanted to bring it to the attention of the committee early in our deliberations.

Mr. MACINNIS: It is my opinion we can approve of this bill which ratifies the convention without reservation or we can make our reservations as amendments to the bill, if we are so inclined.

Mr. KNOWLES: Clause 2 of the bill did make one small reservation.

The CHAIRMAN: We all realize that we cannot change the schedule.

Mr. MACINNIS: We can amend the bill.

The CHAIRMAN: Yes, I know that, but I believe it would be difficult to make amendments to the Charter of the United Nations.

Mr. MACINNIS: You can change the bill and that is all.

The CHAIRMAN: Reverting to clause 4, are you satisfied to allow subsection (2) of clause 4 to stand as it is? You will remember that we put the word "forthwith" instead of "fifteen days" in another bill.

Mr. KNOWLES: It seems to me it is not nearly so necessary in this provision as it was in the atomic energy matter. There, the matter could be urgent; minutes could count. Here, I think that provision is all right.

Mr. JAENICKE: With respect to the position you took with regard to section 36, we could perhaps amend section 2 of the bill by saying the Governor in Council should have authority to make orders and conclude agreements with the Secretary-General as may appear to him to be necessary for that purpose.

Mr. CROLL: Let us leave it up to parliament. I think section 36 is one of those catch-all clauses to take care of something which may crop up which will have to be fixed up. I think it is one of those omnibus clauses, like the regulations under one of these bills. I think we ought to leave it as it is. I do not know what it means, myself.

Mr. JAENICKE: By agreement, we may make some reservations.

Mr. CROLL: Not by order in council, no.

Mr. FLEMING: Leave it up to parliament. We are sitting half a year now.

Mr. MACINNIS: No agreement will have any effect unless it is agreed to by the General Assembly.

Mr. HOPKINS: And by parliament. I would say, in accordance with present constitutional usage, an agreement of this character, which would have the effect of changing the coverage of the bill in particular, would be such an international agreement as would require under constitutional practice the approval of parliament, regardless of what is done in this bill. It would be an international agreement. As you know, the practice is to seek the approval of parliament before the conclusion of an agreement. It seems to me that the

importance of this agreement would be such as would require the approval of parliament in any case.

Mr. KNOWLES: It would be a two-sided agreement. The signature of the Secretary-General would have to be approved by the General Assembly and the signature of the Governor General would have to be approved by parliament.

Mr. Low: In section 2 of the schedule, the final sentence is,

"It is, however, understood that no waiver of immunity shall extend to any measure of execution."

Could Mr. Hopkins explain to me what that means, 'measure of execution'?

Mr. HOPKINS: I suppose it would refer to an actual levy by a court on the goods of a judgment debtor. That would be by court action once the judicial process had been completed.

Mr. Low: So that the process could not be carried on unless there was a waiver.

Section 3 reads,

The premises of the United Nations shall be inviolable. The property and assets of the United Nations, wherever located and be whomsoever held, shall be immune from search—

Could you tell me who might hold the assets or property of the United Nations outside of the United Nations itself?

Mr. HOPKINS: It is conceivable, I suppose, but it is unlikely—it is conceivable that they might authorize some organization within the country to hold certain funds or property.

Mr. Low: Subsidiary organizations of some sort?

Mr. HOPKINS: There might be, perhaps, some branch or commission or subordinate organ or organization.

Mr. JAENICKE: Who holds the property at the present time in Flushing Meadows?

Mr. HOPKINS: The secretariat has custody, I am sure.

Mr. JAENICKE: Do they have title to it?

Mr. HOPKINS: Here is the strange thing about international organizations. The ideal solution would be to have them on an island in the ocean, but this would obviously not be feasible. The organization is in the United States and is subject to United States law, as covered by their constitution and as affected by any agreement which may be entered into between the U.N. and the United States.

Mr. MACINNIS: Would not this waiver mean something like this; that the property or premises of the international organization, if it were affiliated or became a part of the United Nations, one of its specialized agencies, then its offices and premises in Montreal could be held by that organization and it would get the benefit of the clause?

Mr. HOPKINS: That is a conceivable application of the article.

Mr. Low: In section 5, why should it be necessary for the United Nations to have immunity from financial controls, regulations or moratoria of any kind, as set out in that section? I have in mind, for instance, the fact that the Foreign Exchange Control Board in Canada makes a regulation that all gold should be turned over to that board immediately. Now, that is a financial control or a moratorium of some sort. The United Nations would be immune and need not comply with that. Why shouldn't they?

The WITNESS: I would say that if an international organization situated in the United States was not given this right and privilege and was subject to

the ordinary legislation of the United States in these matters it would be almost impossible to carry on effectively as an international organization.

Mr. CROLL: Would not the international organization, in addition to that, be subject to different sorts of regulations at different times dealing with the same thing? Let us take, for example, the monetary regulations of this country with respect to American currency. Such regulations are different in the United States and different again in Britain. The international organization never would know where it stood.

Mr. MACINNIS: It would also be placing part of the affairs of the United Nations under one government.

The WITNESS: It would also be subjecting the United Nations to the pressure of that one government which had that organization within its boundaries.

Mr. Low: That sounds like a clause Mr. Pasvolski would draft.
Under subsection (e) of section 5 of the schedule,

The United Nations shall be free to transfer its funds, gold or currency from one country to another or within any country and to convert any currency held by it into any other currency.

The question I wanted to ask was, would they have that right and privilege even against the will of the country into whose currency the conversion is to be made?

Mr. HOPKINS: I think that was probably not the intention.

Mr. Low: It says so. It says they shall be free to do so.

Mr. KNOWLES: Free on its part.

Mr. CROLL: How could it be done against the will of that country?

Mr. Low: You have your international monetary fund which is controlled by the international organization.

Mr. KNOWLES: It is not a specialized agency as yet.

The WITNESS: I would hesitate to pit my amateur opinion in these matters against Mr. Low but I should think, even under this particular clause it would be possible for the government of the country to prevent the transfer if it so desired. It is free to the Secretary-General or the organization to try to do this, but I think it would be quite within the banking facilities of the country in question to prevent it.

Mr. Low: I wonder why it was not worded, "free to try".

The CHAIRMAN: Shall the schedule carry?

Carried.

Shall the preamble carry?

Carried.

Shall the title carry?

Carried.

Shall I report the bill?

Carried.

Mr. Low: Register me as against all of them.

Mr. KNOWLES: Register all the rest of us as for it.

The CHAIRMAN: I want to thank you, gentlemen, for your fine cooperation in this matter. I also wish to thank Mr. Pearson, Mr. Hopkins, and the others for their fine cooperation in this matter.

The committee adjourned at 12.05 p.m. to the call of the chair.

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SESSION 1947-1948

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HOUSE OF COMMONS

STANDING COMMITTEE

ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 1

MONDAY, MAY 10, 1948

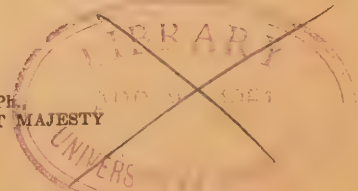
WEDNESDAY, MAY 12, 1948

MONDAY, MAY 17, 1948

WITNESS:

Mr. Lester B. Pearson, Under Secretary of State for External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.P.R.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1948



ORDERS OF REFERENCE

HOUSE OF COMMONS,

MONDAY, February 2, 1948.

Resolved.—That the following members do compose the Standing Committee on External Affairs:—Messrs. Baker, Beaudoin, Benidickson, Boucher, Bradette, Breithaupt, Coldwell, Coté, (*Matapedia-Matane*), Croll, Dickey, Diefenbaker, Fleming, Fraser, Gauthier (*Portneuf*), Graydon, Green, Hackett, Harris (*Grey-Bruce*), Jackman, Jaenicke, Jaques, Kidd, Knowles, Lapointe, Leger, Low, MacInnis, Marquis, Mayhew, Mutch, Picard, Pinard, Raymond (*Beauharnois-Laprairie*), Reid, Winkler.

Ordered.—That the Standing Committee on External Affairs be empowered to examine and inquire into all such matters and things as may be referred to them by the House; and to report from time to time their observations and opinions thereon, with power to send for persons, papers and records.

ARTHUR BEAUCHESNE,

Clerk of the House.

Attest.

TUESDAY, May 4, 1948.

Ordered.—That Votes Nos. 52 to 67 inclusive, of the Main Estimates, 1948-49, be withdrawn from the Committee of Supply, and referred to the said Committee, saving always the powers of the Committee of Supply in relation to the voting of Public Moneys.

R. T. GRAHAM,

Deputy Clerk of the House.

Attest.

MONDAY, May 10, 1948.

Ordered.—That the said Committee be given permission to print from day to day 500 copies in English and 200 copies in French of its minutes of proceedings and evidence, and Standing Order 64 be suspended in relation thereto.

Ordered.—That the said Committee be empowered to sit while the House is sitting.

ARTHUR BEAUCHESNE,

Clerk of the House.

Attest.

REPORT TO HOUSE

MONDAY, May 10, 1948.

The Standing Committee on External Affairs begs leave to present the following as its

FIRST REPORT

Your Committee recommends:

1. That it be given permission to print from day to day 500 copies in English, 200 copies in French of its minutes of proceedings and evidence and that Standing Order 64 be suspended in relation thereto.

2. That it be empowered to sit while the House is sitting.

All of which is respectfully submitted.

J. A. BRADETTE,
Chairman.

NOTE: *Concurred in this day.*

MINUTES OF PROCEEDINGS

MONDAY, May 10, 1948.

The Standing Committee on External Affairs held an organization meeting this day at eleven o'clock, Mr. Bradette, the Chairman, presided.

Members present: Messrs. Baker, Benidickson, Boucher, Bradette, Coldwell, Croll, Dickey, Jaenicke, Jaques, Knowles, Low, MacInnis and Winkler—(13).

In his opening remarks, the Chairman extended a word of welcome to Messrs. Baker, Dickey and Gauthier (*Portneuf*).

Mr. Bradette then referred to the members who were appointed delegates, alternate delegates and parliamentary advisers to the Second Session of the General Assembly of the United Nations held in New York in September 1947. Messrs. MacInnis and Low, who were present, expressed their appreciation of their appointment and commented briefly on the activities of the delegation.

The names of Messrs. Graydon, Coldwell, Low and MacInnis were suggested for the position of vice-chairman. This election was deferred until the next meeting to enable the chairman to confer with those interested.

The Chairman referred to the orders of reference.

On motion of Mr. Croll:

Resolved.—That the Committee ask for authority to print from day to day, 500 copies in English and 200 copies in French of its minutes of proceedings and evidence.

On motion of Mr. MacInnis:

Resolved.—That permission be sought to sit while the House is sitting.

After discussion and, on motion of Mr. Croll, the appointment of the members of the Steering Committee was left to the Chairman.

After further discussion, and on motion of Mr. MacInnis, it was decided to hold the next meetings on Wednesday, May 12, at 4 o'clock and on the Monday following at 8.30 in the evening.

It was agreed to hold meetings on Mondays and Wednesday until further notice.

At 11:40, the Committee adjourned until Wednesday, May 12 at 4 o'clock.

WEDNESDAY, May 12, 1948.

The Standing Committee on External Affairs met at 4 o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Baker, Benidickson, Bradette, Breithaupt, Coldwell, Côté, (*Matapédia-Matane*), Croll, Fraser, Gauthier, (*Portneuf*), Graydon, Harris (*Grey-Bruce*), Jaenicke, Jaques, Kidd, Knowles, Lapointe, Leger, Low, MacInnis, Marquis, Pinard, Raymond (*Beauharnois-Laprairie*), Winkler—(23).

On motion of Mr. Marquis, Mr. Graydon was elected Vice-Chairman. He thanked the members for this honour.

The Chairman reported that he had designated the following members to act, with himself, as a Steering Committee, namely: Messrs. Beaudoin, Benidickson, Hackett, Harris, Leger, Low, MacInnis and Winkler.

The Chairman welcomed Mr. Harris, the Parliamentary Assistant to the Secretary of State for External Affairs. Mr. Harris was felicitated upon his appointment. He thanked the members and made a statement relating to

1. The departmental estimates (1949)—(final figures not yet available),
2. The Annual Report of the Department of External Affairs,
3. The United Nations Report to Parliament—(available on or about June 1st next).

He stated that the officials of the Department were at the disposal of the Committee.

A general discussion took place on future procedure and several suggestions were made with a view to effecting an orderly and active consideration of the matters referred to the Committee.

It was agreed to refer these suggestions to the Steering Committee.

At 5 o'clock, the Committee adjourned until Monday, May 17, at 8.30 in the evening.

MONDAY, May 17, 1948.

The Standing Committee on External Affairs met at 8.30 in the evening. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Baker, Beaudoin, Boucher, Bradette, Coldwell, Côté (*Matapédia-Matane*), Dicker, Gauthier (*Portneuf*), Harris (*Grey-Bruce*), Jackman, Jaenicke, Jaques, Kidd, Knowles, Leger, Low, MacInnis, Marquis, Pinard, Raymond (*Beauharnois-Laprairie*) and Winkler—(21).

In attendance: Messrs. Lester B. Pearson, Under Secretary of State for External Affairs, W. D. Matthews, Assistant Under Secretary of State for External Affairs, S. D. Hemsley, Chief Administrative Officer, R. G. Riddell, Chief of the United Nations Division, and Hume Wright, Executive Assistant and Liaison with the Committee.

The Chairman read the first report of the Steering Committee recommending for the time being

1. To hear the Under Secretary of State for External Affairs, Mr. Lester B. Pearson,
2. To grant a request of Mr. Eric W. Morse of the United Nations Society of Canada and hear him after May 24 next.

This report was accepted and the Committee proceeded with the consideration of the estimates referred, being items 52 to 67 inclusive (1949).

Mr. Lester B. Pearson was called heard and questioned.

In a general statement on the Annual Report of the Department, Mr. Pearson referred particularly to and commented upon

- (a) the new form in which the annual report is presented,
- (b) the diplomatic representations abroad,
- (c) the consular services,
- (d) the reorganization of the department,
- (e) the international conferences.

In the course of examination, Mr. Coldwell quoted from a pamphlet of Mr. F. H. Soward "Canada in a two-power World"—Vol. VIII No. 1, April 1948.

It was tentatively agreed to hold, at a later stage, a joint meeting of the Committees on Foreign Relations of the Senate and on External Affairs of the House of Commons.

Before adjournment, the Chairman read extracts of a letter addressed to Mr. Harris, parliamentary assistant to the Secretary of State for External Affairs, under date of May 6th.

The Committee adjourned until 4 o'clock, Wednesday, May 19th.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

May 17, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, we have a quorum. I appreciate the fact that you have found it possible to be here. The first item will be external affairs Vote No. 52, departmental administration. Before we proceed further I wish to read a report of a steering committee meeting held at my office at 2.15 p.m. today. Present were Messrs. Beaudoin, Bradette, Harris, Leger and Winkler. The steering committee recommends:

- (1) To hear a general statement from Mr. Pearson, Under Secretary of State for External Affairs on Vote 52 and the annual report of the department.
- (2) To grant the request of Mr. Eric W. Morse of the United Nations Society of Canada as per his letter and to hear him after May 24.

We have the pleasure and the honour to have with us this evening Mr. Pearson, who needs no introduction to you because of his renown. He is known not only to parliamentarians but to people across the length and breadth of this country. His words are listened to with great respect in the deliberations of the United Nations at Lake Success. I will now call on Mr. Pearson.

Mr. Lester B. Pearson, Under Secretary of State for External Affairs, called:

The WITNESS: Mr. Chairman and gentlemen, it was only a few hours ago that I was told that I was going to be given the honour of appearing before the committee this evening. Therefore, I have nothing very carefully prepared with respect to the work of the department. I understand it is your desire, Mr. Chairman, that I make a few remarks based on our annual report, more in connection with the organization of the work of the department than with the political matters with which the department has been dealing during the past year. I do not know how you wish to proceed but I think that on certain sections of the report members may have questions in their minds and, together with my colleagues, I will endeavour to answer those questions. The first thing you will note about the report this year is that the cover is printed in two colours. That is an innovation in the printing of parliamentary blue books. This is a parliamentary red and white book. It is an effort to cover the work of the department somewhat more exhaustively in some ways than has been attempted in the past. We had hoped, Mr. Chairman, and we still hope in the department, that we will not have to rely entirely on an annual report for making known what we are required to do in the department. We think that it might be useful if we could produce in a more informal way and make generally available, monthly reports of the work of the Department of External Affairs. We follow this procedure now for inter-office circulation and we feel

there is room for expansion of that practice. As far as this report is concerned however, it is the annual report covering 1947 and I have no doubt that most of the members of the committee have had a chance to look at it.

The report is divided roughly into three parts. The first part deals with some of the main subjects which have come before the department during the year and it gives some indication of the manner in which those subjects were handled. When you get to pages 22, 23, 24, and 25, you have a short analysis of our diplomatic representation abroad, the changes during the year, and so on, and then on page 23 there is given the organization of the department itself. Those three subjects cover the first part of the report. Beginning at page 26, you have the second part of the report containing individual reports from all our diplomatic missions abroad. Then, finally there are certain appendices. It might be of some interest to the committee if I called your attention to page 22 and the paragraphs dealing with Canadian diplomatic representation abroad. During the year, as the report indicates, we opened certain new diplomatic missions in Turkey, Czechoslovakia, Denmark, Italy, Poland, Sweden, and Switzerland. As well, there is now a high commissioner in India. In addition to the high commissioner in India we have established a delegation in New York—the delegation to the United Nations. We had a very small office in New York prior to 1947 but our election to the Security Council last year made it necessary for us to enlarge that office because the work of the department dealing with the United Nations was very greatly increased by that election.

Mr. BOUCHER: Might I interrupt there? I notice in your index you have referred to 32 diplomatic and consular offices abroad. Is that the number which Canada maintains, and of that number how many are embassies?

The WITNESS: At the bottom of page 22 the figures are given. We have 28 diplomatic missions and 7 consular offices in addition to the permanent delegation to the United Nations, the military mission in Germany, and a liaison mission in Japan. The total number of missions abroad, diplomatic, consular, liaison and military missions is 38 and of that number, as I have said, 28 are diplomatic proper, 7 are consular, and three are of special character—the mission to the United Nations, the military mission in Berlin to the Allied Control Council, and the liaison mission in Japan—in Tokyo. The 28 diplomatic missions include missions to the various parts of the commonwealth—the High Commissioner's Offices. There are 7 of these offices. There are 21 diplomatic missions to foreign countries. Of that latter number 13 are embassies and 8 are legations. However since this Annual Report was published a legation has been opened in Belgrade. Mr. Vaillancourt former minister to Cuba was appointed minister to Yugoslavia in January this year. In addition the Canadian ambassador to Belgium was accredited some time ago as Minister to Luxembourg. No property is owned in Luxembourg and no staff required but technically Canada is represented. Therefore if Yugoslavia is added and Luxembourg counted the number of diplomatic missions now stands at 30 and number of missions of all kinds totals 40. Perhaps I should point out that in our organization, and in transferring people we do not make any distinction between embassies and legations. There is no distinction in fact. There is a difference in theory but the theory is not important in fact. A man might be accredited to a legation which is a much more important post than a certain embassy, for instance our mission in Rome. Italy is an important one, but that mission is a legation. Our mission in Peru, however, is an embassy. Our general policy in the department, subject to the control of the government, is to remove if possible all distinction between embassies and legations. The distinction is meaningless and we think it should be abolished.

By Mr. Cote:

Q. If I may interrupt a moment, I think, notwithstanding the fact that embassies, or whatever you call them, legations, are quite important, I see you

have 28 missions and 7 consular offices. This is quite an increase as compared with a few years ago. So far as consuls are concerned, are there many consuls still acting for Canada who are not Canadians?—A. In consular positions, you mean?

Q. Yes.—A. Oh, yes. The situation in respect of countries where we have no diplomatic missions and in countries where, although we may have diplomatic missions we have no consular post, is that the United Kingdom, following the tradition of the past, looks after Canadian diplomatic and consular interests. We have consular posts now—

The CHAIRMAN: If you will allow me to interrupt for one minute, would the committee prefer to have Mr. Pearson proceed with general remarks and then have a question period? Is that satisfactory to the committee, that we proceed on that basis?

Mr. COTE: I think it would be a good idea to clarify matters as we go along. I believe it would be much quicker to proceed in this manner.

The CHAIRMAN: I am in the hands of the committee but I believe that in matters of such importance, if Mr. Pearson were allowed to give a word picture of the activities of the department and then have a period of questioning, it would be conducive to efficiency. Of course, that is my own opinion.

Mr. COTE: I think it should be left to Mr. Pearson to decide.

The WITNESS: I can satisfy both points of view on this particular matter. I have now come to the question of consulates with which I was going to deal in somewhat more detail. We have now 7, I think that is the right figure, Canadian consulate generals or consulates. In all countries and in all cities where there are no Canadian consulates, but where there are British consulates, the British government, through these consulates, looks after Canadian consular interests.

However, in addition to our 7 consulates there are trade commissioners' offices in various parts of the world. Although they do not come under the Department of External Affairs, yet they do a good deal of consular work for Canadians who may need their help in cities in which they are located. The consular division in our department is very young. It has only been in existence a very short time. It was not very long ago, I think it was in all probability a year or two ago, that we only had one Canadian consulate, though during the war, we did have special consular offices which had to be opened. It is interesting to note in that connection, that while we have only 7 Canadian consulates, three of which are in the United States, there are in Canada 197 foreign consular officers. A country like Brazil which is roughly comparable to Canada in size and, probably in international importance, has 53 consulates where the offices are in charge of professional consuls or full-time career men. In addition, Brazil has 74 other consular offices which are staffed by non-career or honorary consuls. So, the development of Canada in respect of consular representation has not gone very far.

We have, in the United States, a consul-general in New York, a consul-general in Chicago and a consul in Detroit. Parliament voted appropriations last year to provide for the opening of two or three more consulates and it is planned by the department, with the approval of the government, to open a consulate-general in San Francisco on July 2, and a consulate in Boston later in the year. Possibly before the end of 1948, one further consulate will be opened on the Pacific coast, probably Los Angeles. We have made provision only to that extent in the way of consular development up to the present.

The organization of the department, itself, is dealt with very briefly on page 23.

By Mr. Cote:

Q. If I may be permitted, I should like to ask a supplementary question of Mr. Pearson. If I remember correctly, we only had one consulate last year.

What is the policy of the department with regard to increasing the number of consulates throughout the world during the present year, let us say?—A. During the present year, as I have just said—

Q. Besides Los Angeles and Boston, I mean?—A. We have no plans for any further development to the end of 1948. As I have just said, our plans take in the opening of consulates in San Francisco, Boston and possibly Los Angeles. Whether we expand further in 1949, will depend on the policy of the government. Our departmental appropriation for 1948 did not permit the opening of more consulates that I have just mentioned.

Q. If my recollection is correct, last year the committee was told that the policy of the government was to do away with the privilege of having our consular work done by the United Kingdom, in so far as possible, and establish our own consulates as quickly as possible. I think my recollection is correct. I should like to know whether the government policy has changed or are we going to carry that out?—A. I might mention one thing which has a bearing on that; although the policy in that regard is not for the department to decide, but for the government to decide, we have established in the department itself, a consular division to which we are allocating foreign service officers and consular officers for training as they come in. This year I doubt whether we would have been able to staff with any experienced external affairs officials more consulates than we have been able to open. We will be able, in 1949, probably, to take care of one or two more consulates if the government desires to open them. It is not an easy job to build up a consular service quickly, unless you decide to go outside the civil service and appoint people to consulates irrespective of their experience in the department.

By Mr. Jackman:

Q. Are you making a distinction between diplomatic personnel and consular personnel? What was the situation in that regard a few years ago? Were we not endeavouring to merge the functions?—A. That was the situation and it still is the situation. In the department we are making no distinction between consular officers and diplomatic officers. We have however had examinations through the civil service this year for consular officers only. The reason we did that, I hope I will be corrected by some of my colleagues if I am inaccurate in some of my facts, the reason we did that was that the qualifications laid down for foreign service officers by the Civil Service Commission included graduation from a Canadian university. There were certain people who applied for entry into the diplomatic service, the foreign service, who did not possess that technical qualification of a degree from a university. Some of them were returned men who probably, if it had not been for the war, would have had a degree from a university. Therefore, we had examinations for consular officers and the Civil Service Commission agreed with us to establish qualifications for this examination which did not necessitate a university degree. We would hope that in future there will be one examination only for foreign service officers and these officers will be allocated consular positions, embassy and legation posts or departmental positions without any distinction. In other words, they would all be consular service and diplomatic service officers.

Q. Will it mean that they will be interchangeable?—A. They are now with respect to some of our officers. We are now sending to consulates Foreign Service Officers. We put a foreign service officer into a consulate and we tell him he may be asked to work in a consulate for two or three or four years and then he is just as likely to be moved, let us say, to the embassy in Peru as to another consulate.

Q. I am sorry I was a little late coming in. I understand now that we have some consul offices open, that we have one in the city of New York; and we have one in Chicago which has been there for some years.—A. No, it was opened last year.

Q. That is Mr. Turcotte's position, I understand you call him the consul general?—A. A consul general.

Q. And we are now opening a consulate at San Francisco?—A. That is right.

Q. Are there any others contemplated in the United States?—A. Yes, one in Boston; and Detroit is already open, that is, it has been established.

Q. I notice in the estimates, for instance, that Mr. Turcotte receives \$10,000 and \$6,000; I am not sure which is salary, I presume it is the \$6,000?—A. \$6,000 is his salary, and \$10,000 is his living and representation allowance.

Mr. JACKMAN: Of course, that is a very expensive office to open where you are in a large city with high rentals, the costs are bound to be very high. However, we are getting full value in every case—of course; we must have one in New York where there are so many applications for passports, visas and so on; work of a type which must be done there; also the various services of one kind or another which require to be given. But with respect to passports, for instance, most of that material is sent on to Ottawa for review by the chief passport officer. You would not call the job they do down there one requiring very much discretion, certainly it does not require a high degree of discretionary ability because the passport officer here at Ottawa does practically all the work. I was just wondering what are the various services that these consuls general perform in the United States to justify the large expense of salary, staff and office rental. We seem to be going ahead fairly quickly so I would think there would be compelling reasons of which I am not aware as to why these offices are being opened.

Mr. COTE: Mr. Chairman, I think we should be fair to Mr. Pearson. He has already told us that there are many places where we utilize the services of the United Kingdom consular people, and I think we would do well to have our own representation at points now served in that way because that would be more fair and would get more direct and quicker action and it would give us better representation.

The WITNESS: Mr. Chairman, we never, of course, pay the United Kingdom government for any consular services that they do for Canada. We have in the past approached them when we were thanking them for services of that kind and wondered whether they would like to bill us for charges incurred, but they have never been willing to do that sort of thing, considering it to be their duty to look after all British subjects. When there was no Canadian consulate in any particular city they undertook that duty for Canadians. One of the reasons for opening consular offices in the United States, and this might have some bearing on Mr. Jackman's question, is that in certain British consulates in the United States a very considerable proportion of the work for the last forty or fifty years has been work for Canadians; at places like Detroit and Buffalo. We have gone over the ground very carefully and made a careful survey last year of all the main British consulates in the United States. We sent the chief of our consular division to visit them to find out how much Canadian work was being done by British consuls for Canadians and we found that in some cases a very considerable proportion of the work they did was Canadian work. I suppose that was one consideration which prompted the government to open consulates in these particular places where the work for Canadians was being done by British consulates. They were doing work which we should have done ourselves. I do not know whether you were in, Mr. Jackman, when I mentioned consular development in other countries. We have seven consulates all over the world to look after Canadian consular interests. Brazil has 127.

Mr. JACKMAN: Some of them are in Canada?

The WITNESS: Some of them are.

Mr. KIDD: Before we leave this item of consulates, did you mention that we had five or six consulates now in the United States? I think you referred to

New York, Chicago, Buffalo, Detroit, San Francisco and Boston. Are the Americans opening any consulates in Canada, do you know?

The WITNESS: I cannot tell you that off hand. I know they have a great number of consular offices in Canada. I think they have closed a few of them, but they may have opened some as well.

Mr. KIDD: My reason for raising that point was this—and I think members of the committee will bear me out when I recall that I raised this point last year—that we used to have an American consulate in Kingston. It did serve a purpose, but of course, during the hard times and the war coming on that consulate has been closed; and recently, within the last 12 months, I have had my attention called to a situation where citizens who have consular affairs to be attended to now have to go to the inconvenience and expense of going to places like Toronto or Montreal. They used to have a consul there who would make their papers. He got a little fee for making the papers out, just enough to keep him going. I know that that is a matter of government policy and I know that Washington controls that, but I would like to see you use your influence to get that consulate reopened. I think we should have a consulate at Kingston and at many other points across Canada. Speaking from a personal point of view, I think they could render a service. I could tell you of one case, that of a man who was going to a college across the line and he wanted to move his wife and family over and he had to come back to Kingston and then he had to go to Toronto to get his papers filled out and then return a week later. He lost a day in Toronto filling in the necessary forms about the child. He had to go to considerable expense, plus the time involved. And I think that some time in the near future probably it might be a good thing to see if we could get these consular services re-established at border points. I am just bringing that to your attention. I know that it is not possible to have an American consulate at every point where we would like to have one, but this was more or less of a business office where the consul picked up pin money by signing vouchers. I would like to bring that point to your attention now that we are dealing with the matter of consulates.

The WITNESS: I really believe it would be up to the member for Kingston to make his representations to Washington.

Mr. KIDD: I just wanted to let you know.

By Mr. Jackman:

Q. May I ask if our consuls are allowed to pick up this pin money for visas and these things?—A. That is right. Our consular service is very young. We have not yet worked out all our consular regulations in the detail we would like but we have established some, I think, for consular fees or charges generally. I would like, Mr. Chairman, if you thought wise, to have the head of our consulate division appear before the committee. I have warned him he might be required to appear. He has a memorandum prepared on the work of the consular division and the work of the consulates abroad. He would be able to give you an indication of what they cost and the activities of the consular branch generally. I think he would be in a better position to go into the matter in detail than I am.

Q. May I ask Mr. Pearson this question in regard to consulates and perhaps this goes for the ministerial and ambassadorial staff in the various countries as well where inflation has had a greater effect than it has in Canada. How or what adjustment is made to allow them to live and maintain their position in the currency of the country where they are resident? That is to say, suppose the salary they get in Canadian dollars or even in American dollars, while adequate in Canada or the United States, is totally inadequate in the country of residence because of the high degree of inflation, what adjustments are made

in that regard? I may say I may have raised the question before but in Guatemala, for instance, our commissioner or consul down there I felt had a rather strong case, from personal observation, for better living conditions.—A. We have no consul in Guatemala. We have a trade commissioner and, of course, as such he comes under the Department of Trade and Commerce. However, I think your question would apply to consular officers and external affairs officers in those countries generally. I may say representatives of the department abroad never hesitate to bring it to our attention when they discover they are being inadequately reimbursed, or if inflationary conditions develop in some of these countries as indeed they have developed within the last twelve months. They certainly let us know that what might have been adequate in 1947 is not adequate in 1948. We have been relying on the Bureau of Statistics to keep track of these inflationary tendencies and the cost of living in these countries, and our allowances are based not solely on what our representatives abroad say they must have. I have been abroad and I know the situation. Sometimes your ideas of what is required are a little beyond those of the people in Ottawa. Allowances are not based entirely on the ideas of the people in the department as to what they ought to have abroad. We think an outside party, like the Bureau of Statistics, whose job it is to keep track of costs of living and, who will do this for us, should lay down the conditions on which we determine our cost of living allowances in foreign countries. I think that also applies to trade commissioners.

By Mr. Jaques:

Q. Our consuls would be paid, of course, in Canadian funds?—A. Yes, they would be paid in Canadian funds converted into the currency of the country where the consul is posted.

Q. The country is highly inflationary it simply means our funds are worth that much more on the exchange. I should think inflation in those countries would be more of— —A. I think the important consideration for the man on the spot is how much the currency of the country, no matter what its relation to the Canadian dollar is, will buy in terms of commodities and services in that country. We have recently made a very exhaustive analysis of the cost of living in countries where we are represented through the Bureau of Statistics. As a result of that we have adjusted the allowances of officers abroad to take care of cost of living conditions. That adjustment has in some cases resulted in an increase in allowances. In other cases it has resulted in a decrease. The increase has always been cheerfully received. The decrease always causes a certain amount of trouble, but we attempt to be objective and have a criterion established by some other authority than the department.

Mr. CORR: I think there is an effort to trip over dollars to reach cents. I do not think this question is as important as it may look to certain members of the committee with regard to how much it costs to have consulates here and there. At this juncture what I think should be dealt with is whether we should have consulates or should rely upon the United Kingdom which has made a great sacrifice at no cost to us, as was just established, to supply us with consular service all over the world, and which it can no longer do. On other counts we have done a great deal in Canada to help Great Britain. I think this is also one place where we should do a great deal to help Great Britain so as to release her of responsibilities that are after all not of primary importance to her. If that principle is admitted I believe we should foot the bill. We have been footing the bill for other items. Why should we try to trip over dollars, as I said, to reach cents in this particular field? I think on more than one ground we should not even discuss how much it costs to establish our consulates now because it is about time we assumed our own responsibilities and establish our own consulates and pay for them. We should not ask Great Britain to do so for us.

In the second place I think it is about time that we look after our own affairs if we are as important as we are said to be at times in the affairs of the world. This is one thing which has very much to do with the affairs of the world. I do not see why there should be any objection to having a branch office or a manager, or whatever you may call it, here and there to look after our own affairs instead of imposing any longer on Britain.

Mr. BOUCHER: I am afraid I started something when I asked our esteemed deputy minister a question, but I think probably we would make better progress if he were to tell us first of all what he wants to say and then we can question him later, rather than have us tell him something.

Mr. Low: A profound statement like that should entitle one to a consular appointment.

Mr. COTE: I am not an authority, but I would rely upon the department to decide on this.

The CHAIRMAN: The question of Mr. Boucher was certainly a very good one. I think the consensus of opinion was that Mr. Pearson should make his statement and that it should be left to him to decide whether a question could be readily answered at any given point or whether it should wait until the end. Therefore I will leave it in the hands of Mr. Pearson, who is an experienced man in these deliberations.

The WITNESS: There is just one other point on this question of consulates which is an illustration of the close working relationship we have established with the trade commissioners' service. Not only is there exchange between the two services, I mean by that a man can transfer entirely from the trade commissioner service to external affairs, as has happened in at least three or four cases. We have made a trade commissioner an ambassador. We have made one a consul-general. We have transferred a trade commissioner to an embassy as first secretary. We have transferred a trade commissioner to be a second man at Canada House. Not only has it been done in that way but where a trade commissioner is situated in a foreign country where there is no diplomatic mission, and where he feels, or his department feels, that he could do his job better if he were called consul-general, we agree to that. That means something by way of giving him more direct access to the government of the country in which he is living. He is given that title as consul-general even though he is still under the jurisdiction of Trade and Commerce. He is their trade commissioner, but is called consul or consul-general, if that helps him in his work. In so far as his consular functions are concerned he reports to External Affairs. One example of this is Venezuela where the trade commissioner is a Consul-General. Another example is Portugal. In the Consul-General's office in Lisbon we have also attached a foreign service officer from External Affairs to help the trade commissioner. Sao Paulo in Brazil is another example where the Trade Commissioner is called consul-general. That illustrates the very easy, informal but effective relationship we have with the Department of Trade and Commerce so that we may together meet these situations as they arise.

By Mr. Jackman:

Q. You do not give these Trade Commissioners any extra remuneration?—
A. No, that is true, but the allowances of the Trade Commissioners are supposed to be based on the same criteria as those of foreign service officers. They come under the same scheme I mentioned earlier for establishing allowances through reports of the Bureau of Statistics. Their situation has improved a great deal in the last six months. I think that is right. They are not under the Department of External Affairs and we have no direct control over their salaries or allowances.

Q. The particular case I mentioned was that of a trade commissioner. I really felt very sorry for this gentleman who is a splendid type of man and whom many will know. He was performing from time to time, I think, certain diplomatic functions, not only in Guatemala, but in some of the other Central American republics. The result was that he had to maintain Canada's position with the diplomatic people there. He had none of the advantages at that time, which was in November of 1946, which meant that everything he brought in was subject to duty and he had to bring in even powdered milk for his children as the local supply was not of a proper nature. He did not have the other advantages which go with diplomatic representation; and one of the other difficulties was that a trade commissioner as such was not known in the Latin American countries. They thought that the commissioner was someone who opened the door of an automobile or something like that. They understood what a consul was and what a consul general was, because that was an accepted term in their own diplomatic parlance; but in the case of a trade commissioner in Guatemala who did perform, I think, some diplomatic functions, perhaps of a minor nature—and on that point the Under Secretary of State will correct me—I felt that he did not have an adequate allowance on which to represent Canada in the various functions which he was undertaking.—A. Well, if the Department of Trade and Commerce would come to us and suggest that this man's usefulness would be increased to Canada if he were called a consul general and his allowance were increased accordingly there would certainly be no objection on our part; but it is nothing that we can initiate because he is not with the Department of External Affairs. Maybe the matter could be brought to the attention of the Department of Trade and Commerce and we would be glad to co-operate in anything we can do to improve his position.

Q. The one reason I had for bringing it up here is that he exercises a semi-diplomatic function, in being the only Canadian there; and that might get him into what we might call the higher expense category. If we are appointing some of these trade commissioners to perform functions for the department in the absence of any direct representation from the Department of External Affairs I think some consideration should be given to the various things that they have to perform on behalf of Canada.—A. I shall be very glad to take that matter up, if you would like me to do so, with the Department of Trade and Commerce to see what can be done with that particular case.

Q. Thank you.

By the Chairman:

Q. With regard to the matter of examination for consular offices with regard to which you abolished the necessity for a university degree, have you any reaction in that connection: did it prove beneficial or natural to do so?—A. Mr. Chairman, it did in this particular case, because there were some very good ex-service men who, as I think I said before, did not have a university degree but who were successful in the examination, and who have been appointed to the department. We would expect that that situation would not recur and that in future we could have one type of examination.

Q. Is there not a danger—I am asking this question for my own information—is there not a certain amount of danger of exclusiveness? For instance; the other day there was mention of the marvelous work done by the American representative in Rome during the recent general election in Italy, and it was claimed that he showed some wonderful qualities which he would never have had a chance to show except under stress. Although he was not a career diplomat he gave a marvelous demonstration of his ability. In the United States I believe a lot of these men qualify for these positions because they

have had certain qualifications in business, professional or public life. Would you comment on that?—A. I can comment on that. I think the example you have chosen is probably not a good one for the purpose intended, because the United States Ambassador in Rome is one of their most experienced and senior career officers. He has been in the State Department, I should think, about thirty years. But it has also been the practice in the United States to appoint to diplomatic missions, when it is desired to do so, men who are not in the State Department at all. That practice has also been followed by the government of Canada. There have been two extremes, I think, in this connection on the part of governments: the British very rarely go outside of the foreign office for diplomatic appointments. When they have gone outside they have made some very successful ones, but they do not go outside very often. The incoming British ambassador in Washington is an example of going outside of the service; but he is very much the exception.

In the United States, the rule, up to the last year or two, has been to go outside the career service for appointments to the most important posts. It was not very long ago when no career man could expect to be the United States Ambassador at London or Paris or in any of the other important posts.

In the Canadian service—which is a young service and has not had much experience about these things yet—we have followed a sort of half-way course between the British and American practice. Some of our heads of missions are career men and a good many are not; so we have had experience with both types of diplomatic officials.

By Mr. Low:

Q. What is your conclusion?—A. I think you cannot do much better than the inspired amateur; all amateurs are not inspired.

By the Chairman:

Q. I mentioned that case because the other day in the House of Commons a worthy member of our committee, Mr. Gordon Graydon, speaking of the present delicate situation in Palestine, expressed the wish that some of the outstanding men in world service, like Lord Mountbatten—and he mentioned another name—might hold some very important position. Oftentimes the position makes the man; and there might be a certain amount of frustration if a certain class of our people, who might be well qualified to hold the post, could have no chance of reaching some of the high positions in the consular service.—A. My own view would be that you could not build up an efficient diplomatic service if the career men did not feel they had a chance to fill the top posts if they were fitted for them. Nevertheless, I think there would be danger if the top diplomatic posts were always filled from members in the service. It is a good thing to bring in new blood occasionally from outside. If a man is well qualified for a particular job he certainly should not, in my view, be ineligible for appointment because he did not enter the Department of External Affairs in the ordinary way.

The organization of the department as such in the offices abroad is on page 23. You will note that the work of the department is divided into eleven divisions, the United Nations, the British Commonwealth, the European, the American and Far Eastern, the protocol, the consular, the legal, the economic, the information, the personnel, and the administrative divisions. The general scheme of organization is that the three geographical divisions, the British Commonwealth, the European, and the American and Far Eastern are under the direct supervision of the assistant under-secretary of state in charge of the political side of the department. Certain other divisions, the United Nations, the consular, the legal, the economic, and the information divisions report directly to me. The Personnel Division and the Administrative Division are under the

charge of the assistant under-secretary of state in charge of administration. The United Nations division is one whose duties have been increasing very considerably during the last year.

Mr. Low: Who is in charge of that section?

The WITNESS: Mr. Riddell. The work has of course also increased due to the fact that we were elected to the Security Council. The United Nations division has the large responsibility of arranging for all international conferences, not merely United Nations conferences. The committee may be interested to know that in 1947 we were represented at 86 international conferences of one kind and another. Some were very important and others were not so important. The particulars of these conferences are given at pages 76 to 84. The technical and the preparatory work required for 86 conferences is in itself a very considerable task. I looked up this afternoon the list of figures for the latest month, April 1948, and we were then participating in 14 international meetings. You can see how extended the operations of that particular division has become.

Mr. HARRIS: May I interject a question there? Is it likely that the large number of conferences will continue or has that situation been largely due to the post-war work which will not be recurring?

The WITNESS: I would hope that the number may decrease but I would not be too confident of that because if you will look through appendix B beginning at page 76 you will see that the great majority of those meetings were devoted to subjects which are not likely to become less important through the years ahead. Some of them are specialized post-war meetings, attendance at which will not be necessary again, but most of them are attributable to the complexity and importance of modern international life, especially in technical, cultural, and economic fields.

It might be said, that apart from the work of the various divisions into which I will go in detail if questions are asked, a very important aspect of the work of the Department of External Affairs is co-ordination. There are many questions which may concern three or four departments, and which have a certain international importance. We find that the way in which the government normally deals with those questions, until they reach the policy stage, is by setting up an inter-departmental committee. I asked the other day for the list of such committees on which the Department of External Affairs was represented. In a good many of those cases we supply the chairman and at the present time our staff, which we think is not too large for the ordinary work which we have to do, is represented on 40 different interdepartmental committees. That system has added considerably to the burden of the department. Now, Mr. Chairman, I do not know whether there is anything more I can say at the moment but I would be very glad to deal with any questions which may have arisen out of the examination of this report.

The CHAIRMAN: As we have the services of Mr. Pearson, I believe that we ought to make the meeting an open one in order that he may answer your questions.

Mr. COLDWELL: May we ask questions on anything at all?

The CHAIRMAN: I do not suppose Mr. Pearson would have any objection.

By Mr. Coldwell:

Q. I was looking at page 6 of this document the other day and I have particular regard to the German situation in which we are interested. I see that Canada has some views. On page 6, in the third paragraph, the last sentence reads: "To achieve these ends the Canadian government suggests the early establishment of an economic commission for Europe, a measure of international

control over certain German industrial areas such as the Ruhr, and the decentralization of German monopolistic industry and finance". Just exactly what does that mean? How would that be achieved? How is it possible, in the Ruhr, to decentralize German monopolistic industry? Does that mean industry would be broken into various component parts and restored to German ownership, or exactly what does it mean, and what is the view of the government?—A. I am afraid I have not all the facts of that particular case before me. This paragraph was, however, taken from the memorandum which we submitted over a year ago when we thought there was reasonable prospect of a German peace conference and those are certain ideas which we put up for consideration in the eventuality that we might participate in that conference. As you know, the situation has changed radically during the last year and certain ideas which might have been valuable if applied to a unified Germany might have to be modified when applied to a western Germany. I would not like to argue that this is the exact kind of solution which the government put forward in connection with a union of the three western zones of Germany.

Q. Just on which side do we stand? This matter is causing a great deal of discussion in the European countries at the present time. One view is of course that you would restore German industry either on a monopolistic basis or on a decentralized plan to German ownership—that is German industrialist ownership—and secondly, that the only solution is some form of public ownership with international control. What do we think?—A. As far as I know, the government has not expressed any formal view on this matter to the representatives of western Europe.

Q. Nor to the United States and Great Britain?—A. They have been meeting in the last two or three months in London and elsewhere to work out a scheme of political organization and, to some extent, a scheme of economic organization for western Germany. That is an admission of the impossibility of bringing about a German peace settlement at this time. The countries that have been taking part in those talks—and you possibly know this as well as I do—have emphasized federalization, decentralized political control—the importance of the states—and the necessity for international control of the Ruhr. There have been very important exchanges of views between these governments. The French government's views on this matter are coloured by the danger of a revived, restored, and belligerent Germany. We can understand that they would be pre-occupied with that phase. The United States views are coloured by the necessity of restoring Germany to some form of industrial power which the United States believes is important to the reconstruction of Europe generally, and which may also buttress western Europe on democracy against an attack from the east. The United Kingdom has taken a sort of half-way position, in between, as is so often the case. The Canadian government so far as I know—Mr. Riddell may know more about this than I do—has not yet submitted any formal views on the organization of the three zones of Germany.*

Q. Either politically or economically?—A. We have brought to the attention of some of the governments concerned, certain views. They have not been put forward as the views of the government as yet. A memorandum which does embody some of the views of the department is now before the government.

Q. What I had in mind was the political future of these parts of Germany is so dependent on the economic organization of the Ruhr, that that is really the point I was trying to get at, whether we had any views regarding how the economic reorganization of the Ruhr should be brought about. I think upon that depends very much the political future of parts of Germany, perhaps even all western Germany?—A. Well, I think our first statement gave some indication of the importance we attach to the economic organization of Germany, particularly of the Ruhr. I think I can say that the government—I have, of course, no right to speak for the government—is, and has shown that it is, aware of the danger of restoring the Ruhr to the old form of German cartel control.

Q. That is what I had in mind.—A. One of the difficulties in putting forward any view formally is that the machinery which was being devised to permit of a certain participation by other countries in the German settlement has now been scrapped because it is impossible to bring the Russian zone and the other zones together in any form of organization.

The arrangements which are being made now are more or less in the nature of emergency arrangements and the Canadian government has not asked to be allowed to participate formally in them. These emergency arrangements are tied up with ERP and a lot of other things. All the government has done so far is, through its representatives abroad, to let the governments who are concerned, the United States, the United Kingdom, France and the Benelux governments know our interest in the problems they are discussing. I would not feel I could go any further than that at the present time.

Q. We are keeping informed, and have we observers?—A. Oh, yes, we are keeping informed and we have observers in London and Berlin who keep us informed of the discussions which are taking place.

Q. So far, we have not expressed any views?—A. So far, we have not expressed any formal views.

By Mr. Jaques:

Q. I have two questions to ask. Has the Morgenthau plan been abandoned or what was called the Morgenthau plan?—A. I do not think any of the governments concerned, even the United States, is expecting the Morgenthau plan for Germany to be carried out. I think it is safe to say that that has been completely abandoned. That was a plan by which Germany would become a pastoral community without any heavy industry.

Q. I saw a statement the other day that the United States in connection with the reconstruction loan to Great Britain, would watch but would not—putting it in broad terms, they were not going to bonus the socialization of industry. If that is true in so far as the United Kingdom is concerned, would they make an exception for Germany?—A. Well, I do not know about that; that is a matter of very high policy. I think, probably you are referring to Mr. Hoffman's statement the other day in connection with ERP; that the guiding consideration of the ECA, the administration for ERP, would be whether the act performed ministered to the reconstruction of the country which is getting assistance. I think he went on to say to the Congressional Committee that if certain equipment or certain material were required—I use this as a hypothetical example and I believe he used it too—for the nationalization of the steel industry in Great Britain, he might possibly, as administrator, say that this would not assist reconstruction because nationalization in England at this time might cause certain immediate dislocations which would be inadvisable as slowing production.

Then, he went on to say, however, that if certain material and equipment were required for the coal industry, which has been nationalized, to help production, that might be a different matter. The criterion would be whether the help asked for ministered to production and reconstruction. Whether that would apply to the Ruhr or not, I do not know.

Q. That was the point, whether they were going to have one policy for Great Britain and another for Germany?

By Mr. Coldwell:

Q. This was just handed to me, Professor Soward's book, "Behind the Headlines", series Canada in a Two-Power world. Here, he summarizes the submission made by Canada— —A. That is the first submission?

Q. Yes. Apparently, what you said is confirmed here except that we seem to have rather more definite views than you indicated.

In this statement, the government offered an ingenious suggestion that has not received the attention it deserved. Canada proposed that, in view

of the absence of any German government, the allies should frame, instead of a peace treaty, an international statute constituting a new German state and governing the relations of that state with its neighbours and with other parts of the world until it can be replaced with a permanent treaty.

I remember Mr. St. Laurent saying that in the House.

Canada also favoured a federal form of government for Germany with the reserve powers in the hands of the states, an economic commission for Europe which would study the German problem, and control of the Ruhr industries by an international authority drawn from the representatives of all allied countries having a major trading interest with Germany. It recommended a review of the existing agreement on reparations and the prohibition of any German armed forces except a police force for internal security.

Now, the point I had in mind is that, "control of the Ruhr industries by an international authority drawn from the representatives of all allied countries having a major trading interest with Germany"?—A. That submission was made on the assumption it would cover the whole of Germany and it would be administered by an international agency on which Russia would be represented. That situation has disappeared and no subsequent submission has been made to cover one part of Germany alone.

Q. In other words, there might be a change?—A. I would not like to suggest there has been a change.

Q. No, I said there might be a change?—A. Well, if the government desires to change that, the next submission, if a submission is made, would be to the occupying powers in three zones, France, the United Kingdom and the United States. So far as I know, no formal submission has been made covering that problem.

The CHAIRMAN: Mr. Cote, you wanted to put a question?

Mr. COTE: No, it is all right.

By Mr. Kidd:

Q. Mr. Pearson, in perusing this report, I notice page 17 has to do with Newfoundland and page 48 concerns a report from our High Commissioner in Newfoundland. My question is prompted by a report which appeared in the press over the week-end to the effect some 50 American senators appeared to be interested in this colony. Has anything developed lately in that regard which can be released?—A. Well, in connection with that particular matter I only know what I read in the press and what we get from our representative in Newfoundland. As you know, there are three questions which have to be decided upon by the Newfoundland electorate. Within the last month or two, however, there has also developed a movement in Newfoundland for some scheme of economic union with the United States. The confederation proponents in Newfoundland have attempted to show that this would be quite impossible, that you could not have economic union with the United States because that would admit Newfoundland fish into the United States free of duty and the Gloucester fishermen would never stand for that. The confederationists then secured certain expressions of opinion from the United States which they publicized in Newfoundland to show that this was impossible. Now, the economic union group, headed by Major Cashin, I think, has been attempting, in the course of election campaign—if I may call it an election campaign—to secure expressions of opinion from certain United States senators, including Senator Taft and Senator Wagner, which have been very friendly to Newfoundland; favourable to increased trade with Newfoundland, though they have not been very specific on particular points. Major Cashin has made great play with these replies which he has received; I think he said they represented the views of a majority of the Senate.

Mr. COLDWELL: I think there were fifty-three senators who have indicated their support. How would that be regarded by Canada, because economic union will probably lead to political union?

The WITNESS: There is no question of economic union, because it is not on the ballot, but possibly this may be. I have to be very careful in talking about Newfoundland, this may be a device to gain support for responsible government.

Mr. COTE: As a matter of fact, if I may point out, I have seen two or three copies of newspapers which were published in St. John's lately which bear out entirely what Mr. Pearson has said. I do not think the gentleman in question was sponsoring the fifty-three senators, I think the fifty-three senators were sponsoring him to an extent, as was brought out by certain people here in the House. On account of the bearing it may have on the forthcoming referendum this matter is quite important. I see no sign as yet of any endeavour on the part of Canada to align Newfoundland with us. I think a lot of money has been spent and a lot of propaganda carried on—I have seen it a great many times—propaganda designed to give the impression to the people who are going to vote on the issue that they will have a better deal with the American people than with the Canadians. It would seem largely to be designed to help restore the former regime—the government which held office prior to Newfoundland being taken over by the commission—to office.

Mr. BAKER: This is apparently an attempt to draw a red herring across the trail.

The CHAIRMAN: Have you any further questions for Mr. Pearson?

By Mr. Boucher:

Q. You have told us about the number of diplomatic missions we have abroad. Could you give us any information as to the situation in the immediate future as to the extension of diplomatic missions in Canada from other countries, and from Canada to other countries?—A. Of course, that is a matter for the government to decide, but I think probably it is not inappropriate for me to say that we are, I think, perhaps reaching a point where we do not need to expand too far too fast. We are now represented in most of the important countries of the world, where we have certain interests. But having said that I should add that we are being very hard pressed by other countries who wish to open diplomatic missions in Ottawa. They do not like to do that unless we reciprocate. There are about five countries we have been holding off now for a couple of years—that is, the government have been holding them off—on the ground that we are not able to reciprocate at the moment.

Q. If we allow them to open a mission here we will be required to open one there?—A. We feel that we will be morally obliged to do so. In some cases that would be a condition on which they would open a mission here. I have no doubt that over the years there will have to be an extension of these services to certain other countries, but I think the period of rapid expansion, for instance as in 1947, has about come to an end. But we certainly will not be able to stop forever with 29, unless we are willing to incur the displeasure of certain countries.

Mr. COTE: Mr. Chairman, I wonder if Mr. Pearson could give us a statement on foreign policy, following up what was so ably expressed in the House by his Minister.

Mr. HARRIS: I think, Mr. Chairman, it was intended to postpone political discussion until a later time.

Mr. LEGER: Mr. Pearson will be with us again?

The CHAIRMAN: Yes.

Mr. COLDWELL: I certainly hope that will not be overlooked.

Mr. COTE: I think such a discussion is vital to the work of this committee. I do not mind it being postponed, but if this committee is to serve a useful purpose I think we really should discuss matters of foreign policy and our position in respect to foreign policy which was so ably laid down in the House by our brilliant minister on a recent occasion.

Mr. HARRIS: It was the intention to have Mr. Pearson meet a joint sitting of the committees of the House of Commons and the Senate.

Mr. JAUQUES: Later?

The WITNESS: Yes.

Mr. JACKMAN: Mr. Pearson, may I ask in regard to these consular representatives in countries where we haven't got our own and have to use the United Kingdom consulates? I suppose that affects a very large number of countries and places in those countries at the present time, probably running into the hundreds?

The WITNESS: Yes.

Mr. JACKMAN: Now that we are so much a sovereign nation although still an active member of the British Commonwealth, by what right does a Canadian citizen apply to a British consul, let us say somewhere in deep dark Africa, for representation and for help; is it because of common kinship?

The WITNESS: Well, I don't suppose he has any right at all.

Mr. LEGER: He has the right of a British subject, a common citizenship.

The WITNESS: We haven't a common citizenship in every sense. A citizen of Canada is also a British subject, but not necessarily a citizen of the United Kingdom.

Mr. COLDWELL: Is not a Canadian citizen still a British subject? Canadian citizenship carries with it the rights and status of a British subject, and a good many of us are still British subjects although we are not specifically Canadian citizens.

Mr. COTE: A British subject is better off. We pay higher income tax.

The WITNESS: Maybe I should not have said we had no right. The question of right does not arise because when this question has been discussed with the United Kingdom government in the past as to whether we should assume some financial obligations for the work that they have done for Canadians, they have always said they considered it a function of British consular offices to look after all subjects of His Majesty, and they do so. In the course of time as we have more consulates in the United States, and the British have fewer because of financial difficulties—ten years ago they had more than they have now; it may be that we will have a consulate in an American city where there is no British consulate. I think that this would be a very good opportunity to repay some of the services they have been giving us for years.

Q. So far Canada in no place acts for citizens of the United Kingdom, in other words?—A. There is no place where there is a Canadian consulate without a British consulate except I think in Portland Maine. We have an honorary vice-consul in Portland, Maine, and he does certain shipping services for the British there. They used to have a consul there and now they do not. That is the only place I know of.

Mr. COTE: On a broader view, is it expected we will deal with the question of China and India in this committee?

The CHAIRMAN: I presume in future meetings we may discuss that.

Mr. COTE: As long as we know.

The CHAIRMAN: In previous years, for instance, the committee had under consideration the Zionist question, the Zionists and the Arabs. The same thing also applies to what Mr. Gauthier mentioned with regard to a discussion of the Spanish question, and so on. As the hour is advanced, are there any further questions to ask Mr. Pearson?

By Mr. Low:

Q. You may not wish to answer at this time, Mr. Pearson, but I am of the opinion that a number of members might wish to know whether Canada is considering early recognition of the new Jewish state of Israel, following the example of the United States.—A. I think the minister had something to say about that this afternoon.

Q. I was not able to be in the House at the time.

Mr. COLDWELL: There were a number of considerations that would have to be taken into account by the government, and at the moment he was not prepared to make a statement.

Mr. Low: You heard Matthew Halton yesterday from London?

Mr. COLDWELL: Yes.

Mr. Low: When he said Mr. Bevin had made the dry comment that anyhow there was not an election in Great Britain until 1950.

By Mr. Gauthier:

Q. I should like to ask Mr. Pearson if women are welcome in External Affairs.—A. Yes, women are very welcome in External Affairs.

Q. Has a woman any chance to become a consul?—A. Yes. We have women in the diplomatic service now. We have women writing every examination. We have certain women foreign service officers in the department. We have women foreign service officers in High Commissioners' offices and Embassies. We are very glad indeed to have them. Of course, one drawback is that occasionally they get married when they are reaching the pinnacle of usefulness.

By Mr. Jackman:

Q. I was interested in Mr. Pearson's remark about the top offices in the diplomatic service being reserved for career diplomats. I am wondering what he would say in regard to a change in the top representation in a foreign country being necessary because of a change in the local federal government.

Mr. HARRIS: It is not a matter of immediate urgency at all.

Mr. JACKMAN: I realize that. If I recall correctly when the labour government took over in England they replaced the ambassador to France—I think it was Duff Cooper—with some person else, if not immediately, in fairly short order. Is that not so?

The WITNESS: No. When the labour government took over in England their first appointment was an ambassador to Washington, and they picked a career diplomat in Lord Inverchapel. They left Duff Cooper in Paris for a year and a half, or longer and then they replaced him by a career diplomat who had been private secretary to a previous Conservative Foreign Minister.

By Mr. Jackman:

Q. As a general rule do you not think a change in the local government might necessitate a change in the foreign representation inasmuch as we try to keep politics out of foreign affairs?

Mr. MACINNIS: Not unless there was a change in foreign policy.

The WITNESS: I have no views on that.

By Mr. Jackman:

Q. Is it true that in the United States, great Britain has usually picked career diplomats?—A. In the last 100 years in the United States I think the British have appointed two ambassadors who were non-career diplomats, if you exclude Lord Halifax who had been foreign secretary previously. They

appointed Lord Bryce at the beginning of the century, and he certainly was a great success and they appointed the gentleman who was president of McGill, Sir Auckland Geddes, for a few months. I think they were the only two cases.

By Mr. Coldwell:

And Lothian?—A. And Lord Lothian.

By Mr. Jackman:

Q. They are the only ones whom you recall?—A. There may be others; they are the only ones I recall. On the general principle I would express my view that you cannot build up a foreign service unless the men in that foreign service have a right to feel they can get the top positions, just as you would not want to work for a company where you did not have a chance to become president.

By Mr. Coldwell:

Q. A good civil servant, even with a change of government, and to some extent a modification of foreign policy by the new government, would usually fall in line with the policy of the government he was supposed to represent?—A. A good civil servant, and that includes diplomatic officers, has nothing to do with government policy. It is his job to carry out the policy of the government of the day, whatever the policy may be, and if he cannot do that he should resign.

The CHAIRMAN: Any further questions? Before we adjourn if you will allow me I will read again parts of a letter sent to Mr. Harris, the parliamentary secretary for External Affairs. This is written on the 6th of May by Mr. L. B. Pearson. It will enlighten us as to the conduct of our future meetings.

3. Since our estimates have been referred to the committee, the committee may feel that its first job should be to examine our estimates. My own feeling, however, is that the committee would be well advised to postpone discussing our estimates until the beginning of June. One thing which the committee will want to do is to compare our estimates for this year with our actual expenditures for last year. We will not, however, be able to give the committee the figures for the last year's expenditures until the beginning of June. Without these figures the committee would have to compare this year's estimates with last year's estimates and that would be far from satisfactory. Last year's estimates do not include the supplementary estimates and they, of course, show merely the money voted and not the money spent.

5. Perhaps at the following meeting it would be appropriate if I were to discuss with the committee the annual report of the department which is written in my name.

6. The committee might then wish to go on to discuss various aspects of the work of the department as set forth in the annual report and which are not directly tied up with the discussions of our estimates. Thus the committee might like to have Mr. Chance appear before them to discuss the work of the consular division, and to have Mr. MacDermot appear before them to discuss the work of the personnel division.

7. The committee will, I imagine, be interested in the work of the information division, but I suggest that perhaps they might discuss this after we have been able to get for them the complete figures for last year's expenditures.

8. This sort of program might be sufficient for the committee until the end of this month when our annual report on the U.N. should be out. They might then wish to take up this report on the U.N. Last year Mr. Coldwell suggested that the best way of treating such a report would be for the committee to go through it chapter by chapter.

9. In examining witnesses from the department, members of the committee may ask questions which cannot appropriately be answered by civil servants. If that happens, perhaps Mr. Bradette could suggest that those questions be held over until a meeting at which you will be present.

So far we have been very fortunate to have Mr. Harris with us, but I believe it was absolutely warranted to have that recorded.

10. We are appointing Mr. Hume Wright, who is in my office, as liaison officer between the department and the committee and I will ask him to keep in close touch with you.

The CHAIRMAN: I believe that the members of the committee will agree with the contents of this letter.

I might say it may be that the officials of the Department of External Affairs find it strange that we meet in the evening on Monday, but it is due to the fact that so many of our members have committed themselves to attend meetings of other committees in the daytime, and so we have set upon Monday night as one of our meeting times. Now, that is all we have to do for the present.

I want to thank you, Mr. Pearson, for coming here and making such a presentation before us.

The WITNESS: Thank you, Mr. Chairman.

Mr. JAKES: Mr. Chairman, will Mr. Pearson be here at our next meeting?

The WITNESS: I shall be glad to be here.

Mr. COLDWELL: When will our next meeting be held?

The CHAIRMAN: On Wednesday afternoon at 4 o'clock. We will now adjourn.

External Affairs,
Standing Committee, 1947-48
(SESSION 1947-48

HOUSE OF COMMONS

Publications

STANDING COMMITTEE

ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 2

WEDNESDAY, MAY 19, 1948

WITNESSES:

Mr. Lester B. Pearson, Under Secretary of State for External Affairs;
Mr. L. G. Chance, Chief of the Consular Division.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1948

MINUTES OF PROCEEDINGS

WEDNESDAY, May 19, 1948.

The Standing Committee on External Affairs met at four o'clock. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Baker, Beaudoin, Benidickson, Bradette, Breithaupt, Coldwell, Croll, Dickey, Fraser, Gauthier (*Portneuf*), Hackett, Harris (*Grey-Bruce*), Jaenicke, Jaques, Kidd, Lapointe, Leger, MacInnis, Raymond (*Beauharnois-Laprairie*) and Winkler—(20).

In attendance: Messrs. Lester B. Pearson, Mr. W. D. Matthews, Mr. Escott Reid, Assistant Under-Secretary of State for External Affairs, Mr. L. G. Chance, Chief of the Consular Division, Mr. Hume Wright.

Before resuming its study of Vote 52, the Committee discussed its procedure. Due to the present Senate adjournment to June 1 and conditional upon the availability of Mr. Pearson, a suggestion of holding a joint meeting of the Senate Foreign Relations and House of Commons External Affairs Committees, was referred to the Steering Committee which will convene at the conclusion of today's meeting.

Mr. Lester B. Pearson was recalled and examined particularly on the German Peace Settlement and Canada's interests in relation thereto.

Mr. L. G. Chance was called. He made a statement on the history of the consular services and was questioned thereon.

The Chairman informed the Committee that he would be absent from May 19 to 27 next.

At 5.15, the committee adjourned until Monday, May 24 at 8.30 in the evening.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

May 19, 1948.

The Standing Committee on External Affairs met this day at 4 p.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, will you please come to order. I wish to thank you for being present on time, because I realize how difficult it is for you to be here when there are so many committees sitting.

This afternoon Mr. L. B. Pearson is again with us; I know we can leave to Mr. Pearson whether he wishes to have questions asked of him or whether he would like to make a statement followed by a period of questioning.

Lester B. Pearson, Under-Secretary of State for External Affairs, recalled:

The WITNESS: Mr. Chairman and gentlemen, I have not any particular statement to make this afternoon. I understood that questions on departmental policies with respect to certain matters are to be reserved for a joint meeting of the Senate and House committees, so I did not expect to talk on those subjects this afternoon. However, if there are any other questions that members have to ask I shall try to answer them as they arise. I have with me some of my colleagues in the department to assist me, so among us I hope we can adequately deal with any points that may occur to members. If you agree, I would like to leave the matter like that and answer questions which I may be asked.

Mr. JAKES: Mr. Chairman, when will the Senate reassemble?

The CHAIRMAN: I understand on the 1st of June.

Mr. JAKES: Can we not discuss any matter of policy until they return?

The CHAIRMAN: Oh, yes; this is our committee. After all, we always work as a House of Commons committee. Mr. Pearson was making reference, perhaps, that it might be in order to have a joint meeting of the committees of the Senate and the House of Commons to discuss some matters pertaining to administration.

Mr. HARRIS: Mr. Chairman, it seems that we might save a lot of time if we took ten minutes to decide what we are to do. If the Senate is going to meet with this committee about the 1st of June I suggest we ought to confine our activities in the meantime to any of the other branches of External Affairs which the committee wishes to go into, such as consular services. That is work which we could get down to in the meantime. Then on the question of foreign policy, if you want to debate that, it could be done after a general statement by the Under Secretary before the joint committee, and then we shall have all the rest of the work behind us. I do not know what the custom of the committee was last year as to the items in the estimates, but the reference to this committee is on the estimates and we should pass them formally at one time or another.

Mr. JAKES: I asked my question because time is passing and I do not see much point in discussing policies that are already implemented, so I thought it would be more profitable if we discussed policies which are yet to be decided upon.

The CHAIRMAN: Of course, I might state, Mr. Harris, that last year—I am taking the responsibility for that meeting we had in camera last year—there was

a joint meeting of the Senate committee and the House of Commons committee in which Mr. Pearson was the speaker. It was a closed meeting, as you will remember, and I believe those who had the advantage of listening to the statements made by Mr. Pearson have found those statements very beneficial; so much so that after consultation with Senator Lambert, who is the chairman of the Foreign Relations Committee of the Senate, which follows the same lines as this committee, we thought that this year we might again have Mr. Pearson and some other officials if we so wish before us and have one or two meetings again of a joint committee—meetings that will be open to the press and to the public.

Last year we had before our committee, as you will remember, General McNaughton, who spoke on atomic energy, and he had such an outstanding message to deliver that I am sure if we had had a larger meeting it would have proved very instructive and very beneficial to all the listeners and to the country generally.

That is what I had in mind when I mentioned holding a joint meeting. Of course, if the committee does not want such a meeting it is in their hands.

Mr. HACKETT: Mr. Chairman, there is one item I would like to draw to the attention of the committee, and it is a preliminary one; it is the hour of meeting. I am a member of this committee and I am also a member of the Committee on Human Rights and Fundamental Freedoms. I think that both of these committees differ from the ordinary type of committee that we have in the House of Commons. The questions which arise both here and in the other committee to which I have referred will depend largely for solution upon the interchange of views in committee, and it is very unfortunate that there should be a clash, especially in the house of selecting of those two committees, because one cannot be in both places at the same time and one feels that he is losing a great deal and that the time he loses from the other committee is irreparable. I am going to make bold to ask if you, Mr. Chairman, and the Minister of Justice, who is the chairman of the Committee on Human Rights and Fundamental Freedoms, could directly, or through a delegation, endeavour to arrange in the future the hours of meeting so that these two committees do no clash.

Mr. BENIDICKSON: Is the clash on Wednesday afternoon or Monday evening?

Mr. HACKETT: The other committee is sitting now.

Mr. BENIDICKSON: Yes, but this committee selected its time of meeting after practically all the committees had set their time so as not to clash with other committees and we took, as you know, rather odd times of meeting; and I was wondering whether this is the regular meeting time of the Committee on Human Rights and Fundamental Freedoms or whether they selected this hour without knowing that we had also selected this hour so that we would not clash with anybody else. Did they just haphazardly select this time?

Mr. HACKETT: I cannot answer that.

The CHAIRMAN: We chose these two hours of sitting after very serious consideration because we started to meet practically at the tail end of the session; and if we were rather late in starting our activities it was due to the fact that it was understood there was going to be a general discussion going into supply on External Affairs. Perhaps I do not need to say it here, but I believe it was a fruitful discussion; at least it was a lengthy one. It was time well spent. And after that discussion had taken place it might be the sense of the committee that some of the work had been done in the House of Commons, as far as the work of this committee is concerned. However, I will tell Mr. Hackett that we were very careful not to conflict with the other committees; but there is always a possibility of collision when so many committees are sitting.

Mr. HACKETT: I think the clash between these two committees is particularly regrettable—more so between these two committees than with any of the other committees, because one can read up on what takes place in the other committees and so catch up, but in these two committees I feel that presence is almost essential to useful work.

Mr. HARRIS: Perhaps I can solve some of your trouble. We had arranged with the department to discuss during this meeting the consular service, and if you want to talk about human rights perhaps you would not be interested in the matter of the consular service, and there might be another occasion when we could avoid a clash.

Mr. BENIDICKSON: I might point out that there are eight members of the Veterans Affairs Committee on this committee, and we might clash with them. Numbers is a consideration as well as the type of problem.

The CHAIRMAN: Six of our members are also members of the Committee on Human Rights. We have tried to avoid a clash with the meetings of other committees by sitting on Monday night and Wednesday afternoon. Now, if there is any other way of meeting this situation and making it more elastic we will do that.

Mr. JAUQUES: Could we not have both our sittings at night?

The CHAIRMAN: Is the committee ready for a discussion on the consular service? I understand there are important matters that might be brought to the attention of Mr. Pearson. There has been a desire on the part of some members for us to conclude our activities at around 5 o'clock, and if that could be done they would be much obliged.

Mr. WINKLER: There is a general question I would like to ask arising out of the statement made by Mr. Pearson at the last meeting. He spoke about the possibility of a peace settlement with Germany with reference to the possibility of dealing with German nationals, and there have been several suggestions in the House of Commons and in other places concerning the immigration of German nationals to this country. It is realized that since we are technically at war with Germany still and there has been no peace settlement that this matter cannot be entertained. I wonder if the Department of External Affairs would regard that as a matter of policy, or is there a formula envisaged in which it would be possible without that settlement with Germany to entertain such matters as immigration?

The WITNESS: Mr. Chairman, that is a matter on which possibly I can say a word, though the policy in regard to it will be determined by the government. It is quite true that as long as there was a possibility of a German peace treaty it was probably impossible to deal with Germany in respect of immigration matters until the peace treaty had been signed. It is also quite true that since the failure of the foreign minister's meeting last December in London the likelihood of an immediate peace settlement covering the whole of Germany has disappeared for the time being. The question therefore of what to do about those parts of Germany which are trying to get together to form a German government in western Germany becomes a matter of immediate importance.

I suppose the government cannot go on indefinitely considering Germans technical enemies, especially as there are so many arrangements which will have to be made with German nationals; commercial arrangements and immigration arrangements, if you like, and other things. So the department has been giving consideration on a technical basis as to what might be done in default of a formal peace treaty.

Of course, the members of the committee will know that the governments mostly concerned, because they are occupying areas in Germany—the United States, the United Kingdom and France—are also aware of this problem. They are now consulting and have had a good many meetings for the purpose of trying to organize a German administration for what is now called Trizonia.

Those consultations have gone pretty far and it may well be that as a result of them before many months there will be a control set up covering all these areas in Germany which are not under Russian occupation. One phase of that control will be the establishment of some kind of German administration—not an administration which will cover the whole of Germany but just part of Germany. That is the intention of three governments and other governments; to give the German increasing administrative control over their own affairs in those areas.

Now it might well be that in a matter of months, six months, there will be some German administration in western Germany recognized as such by the western democratic nations, including Canada.

By Mr. Hackett:

Q. What proportion of the population and what proportion of the territory is in Russian control?—A. I think it is roughly about one-third under Russian control and two-thirds under U.S., U.K. and other control; I think as regards the population it is a little less than one-third, leaving out Berlin for the moment.

When that German administration is set up, if it is set up, and I think probably it will be before long, then there will probably have to be some arrangement made with it covering such things as commercial contacts, consular contacts, immigration contacts, and all that sort of thing. I doubt if that will be possible, however, as long as these discussions are proceeding.

By Mr. Jaenicke:

Q. Would that western German government be working under the constitution drawn up by powers including ourselves?—A. The three governments mostly concerned plus Benelux have been discussing the type of government for Trizonia—but the actual constitution embodying those principles would probably be worked out by a German constitutional convention that will have to act within the limits of the principles laid down.

I said the other night when I was here that the Canadian government, as such, had not expressed formally any views as to what a constitution of that kind should contain. Mr. Coldwell asked me a question in that regard. I was not entirely accurate in my reply and I would like to correct that unwitting inaccuracy now.

Whereas the Canadian government has not expressed any formal views in regard to economic principles governing any German administration, we have submitted to the governments most concerned certain views as to the political principles of a peace settlement with western Germany—certain views on the future political organization of Germany. They have been formally submitted by the department, with ministerial approval, to the officials of the U.S., U.K. and the French government who are considering this matter in the consultations to which I have referred. Those views that have been submitted were merely for the information of the officials of those governments and they did not go—I think I am safe in saying—beyond the principles that were embodied in the Prime Minister's statement over a year ago on the future German peace settlement; though they did fill in some of the details.

Q. Would it be improper to ask what the suggestions are as to the formation of a western German government?—A. It is certainly not improper so far as we are concerned. It may be, however, that I should consult my minister to find out if it is proper for me to say anything, I think it might be more suitable for him to explain this matter to the committee.

Q. Did it include the re-establishment of the German states? That is, did it include the re-establishment of a federation consisting of the different

German states?—A. Yes. The general principles of our suggestions were that there should be a federal Germany, with the emphasis on the powers of the separate provinces, and also that the federal government of Germany should have enough power to establish itself as a threat to peace. We did make certain suggestions on matters of political economy to the effect that whatever is done in respect of Western Germany, the economy should not be strengthened to the point that it would ever permit then in the foreseeable future to start an aggressive war. On the other hand, it is felt that it should not be so weakened that there would be perpetuated in Germany a feeling of depression, unrest, and dissatisfaction.

Q. Suppose you had just a customs union in Germany among the German states, would not that overcome most of their economic difficulties?—A. I believe that the discussion that is going on favours a much closer union of the German provinces than does a customs union. One of the things they are discussing now is a division of power between the provinces and the central administration in any German government that might be established for Western Germany.

The reason why the government, through the department, made its views known at this time at these discussions which are being conducted on the working level, was to let it be known to the governments concerned that we still have an interest in the German peace settlement. Although we are willing to put views forward by memorandum at this time, nevertheless we feel that would not be sufficient when the time comes for a formal German peace conference. We just want them to know that we are keeping our interest in the matter alive.

By Mr. Hackett:

Q. Mr. Pearson, in the departmental report, reference is made to the foreign ministers. I understand that is a distinct body. Then, reference is made to another satellite body called the Special Deputies—

The CHAIRMAN: What page would that be, Mr. Hackett?

Mr. HACKETT: Page 5. The body is called the Special Deputies of the Council of Foreign Ministers. Then there follows a recital of the events with which Canada was not entirely pleased, inasmuch as the Council of Foreign Ministers appeared to have overlooked Canada. I do not wish to dwell on this matter, but is the body to which Canada has directed its views as to a proper way of constituting a new German state, the Council of Foreign Ministers, or some creature of that Council of Foreign Ministers?

The WITNESS: It is neither, Mr. Hackett. The Council of Foreign Ministers includes, of course, the Foreign Minister of Russia. That Council has not met since its meeting in London last December when it was agreed to disagree.

By Mr. Hackett:

Q. I know that I am interrupting you, but you used the term "at a working level". When you are giving me your answer will you please include an explanation of what that term means?—A. The Council of Foreign Ministers adjourned last December. The governments of France, the United Kingdom, and the United States, which were three of the four parts of the Council of Foreign Ministers, decided that, as the German peace settlement on a national basis was impossible, they would see what they could work out in their own zones. They therefore began to discuss arrangements for Trizonia—the three zones. They set up certain committees representing those three governments, and on those committees was also represented the group known as Benelux. There are several of these committees dealing with various aspects of this question. These committees are what I mean by the "working level". They are committees of officials and they will report back to their respective govern-

ments, and nothing that they will do will have any binding effect on their governments. It is with these groups that we have been in touch on the official level.

Q. Then, do I understand that Britain, the United States, France and Benelux decided that certain exploratory work would be done on a constitution that might be given to this area in Germany, less that which is occupied by Russia.—A. That is right.

Q. And is the work carried on under a secretariat? For instances, to whom did the Canadian memorandum on the government to be formed, go?—A. It went to one of these working committees which had been set up by the three governments concerned, and which the Benelux group joined later. The presentation of our views at this stage does not mean, of course, that if later on there is a formal governmental conference on the constitution of Western Germany, that we might not participate in it on a higher level. Up to the present, however, we have only participated by sending our views to certain committees of officials. These committees have secretariats and we have been informed of their activities primarily through the United Kingdom government, and through our representatives in London who have been in touch with the United Kingdom officials who are dealing with this matter.

Q. Is our collaboration in this matter of discussing a possible constitution on any different basis than that upon which we participated in a peace negotiation with Germany?—A. It is different in this way, that the arrangements now being discussed are not arrangements to cover the whole of Germany and are not arising out of a peace conference or the preparatory work for a peace conference. They really are emergency measures dealing with the situation in Western Germany that has arisen over the collapse of the efforts to form a government for the whole of Germany.

By Mr. Croll:

Q. There would be a basis there for setting up a democratic state would there not?—A. Yes, there would be a basis, but that work would have to be carried on in the future at a formal governmental conference.

Q. Yes, but there would be a basis for what we consider to be a good democratic state.

By Mr. Hackett:

Q. At the same time there would have to be a conference of "constituantes". —A. Yes.

By Mr. Croll:

Q. That is what I thought you would say. No doubt our government gave them the benefit of our experience and now I am becoming curious, and I should like to know what improvements we found in our system that might be put in their system?—A. We have picked from our experience those parts which are perfect, and we have submitted them to the officials who are working on this problem of Western Germany, in the hope that our views might be of some interest to them. But I should like to emphasize that this is not a substitute for a German peace conference or a peace settlement.

Q. No, I was talking about a constitution, the same as Mr. Hackett.

By Mr. Hackett:

Q. I may be allowing my imagination to wander, but it would seem to me our suggestions for a federation would tend to accentuate the autonomy of constituent states is a bar to uniformity and aggressive action, as distinct from a strong central government, which is the age old conflict between the unions in the United States, and possibly, one might say, between the provinces and

the central government in Canada?—A. That is quite correct. Quite apart from our own experience, which may lead to different conclusions, the experience in Germany over the last fifty years has indicated that anything to be done to weaken the central government and strengthen the provinces is good for peace.

Q. And good for Germany?—A. Yes.

By Mr. Jaques:

Q. In the event of a clash between East and West, would not the survival of what is called the Benelux, very largely depend on a strong as well as a friendly Germany?—A. Mr. Chairman, this is getting into the realm of high politics where I no doubt should not tread. However, obviously if there should unhappily be a clash between east and west, the position of Germany in that clash would be of vital importance. It is a matter of first interest to all those who believe in the free democracy that there should be a free and democratic Germany associated with the western democratic states.

Q. The reason I asked the question was because, very obviously there are plenty of people on this side of the waters or in the west, if you like, who are working to keep Germany under for that very purpose?—A. On the other hand, it should not be forgotten that the experience of history in the last fifty years shows that the development of a strong Germany has not made for a free or democratic Germany. Some countries, more particularly France and the Benelux countries, while they are quite aware of the importance of filling that vacuum in central Germany, which was previously filled by the German empire, feel it should not be filled with a German that might become something else than a free democratic state. That is the problem.

By Mr. Croll:

Q. That was the Czechoslovakian fear too. That was their constant fear as I understand it?—A. That is one of the difficulties in the discussions that are going on now; that is, to reconcile the two points of view. There is the point of view that emphasizes the danger to stability in having no reconstructed German state. There is the danger to prosperity and stability on one hand, and the danger to peace in having a Germany restored to a point where she might, in the future, be in a position to wage war.

By Mr. Hackett:

Q. And there is the danger of a weakened Germany which might make her easy for conquest?—A. On these working committees, the United States sets forth its point of view and France and Belgium set forth another point of view, and the United Kingdom is half way between. However, I think it will probably be possible to work out a solution to satisfy all sides.

By Mr. Croll:

Q. What about consular service?

By Mr. Harris:

Q. Yes, we have twenty minutes and perhaps we could have a statement during that time as to what has been happening during the past twelve months?—A. If the committee desires to hear something more about the consular service, we have Mr. Chance here. He is the head of our consular service and is in a far better position than I am to talk about it. If the committee desires, he could join me and answer questions.

By Mr. Hackett:

Q. The consular service is quite distinct from the diplomatic service is it not?—A. Well, there is complete interchangeability between the two. A man

might be a secretary in a consular office one week and be transferred to an embassy the next week. In international law there is a distinction, but we do move people freely from one branch of our foreign service to another; from the diplomatic branch to the consular branch.

Mr. L. G. Chance called.

MR. L. G. CHANCE: Mr. Charman and gentlemen, I think this is the first occasion upon which the consular work in the Department of External Affairs has been discussed in this committee. The reason for that, of course, is that until January 1, 1947, no consular division existed in the Department of External Affairs. If I might be allowed to take the time, I should like to just glance backwards for a minute so that we can get clearly into focus what the consular service really is. There is inclined to be some misunderstanding at times that a consul is merely a person who issues passports and visas; but consuls of course are as old as commerce itself. From the earliest times there were people who served as intermediaries for foreigners and represented individuals, cities and states in their foreign trade and looked after their interests. It goes back to time immemorial, so that as far back as the sixteenth century we find, for example, the Hanseatic League, maintaining one hundred consulates, and representing the interests of cities in northern and western Europe. In the Mediterranean, merchants of the great trading cities such as Genoa, Venice, Marseilles, Barcelona, did the same sort of thing in Egypt, Syria and Palestine. A consul was a person responsible for looking after the affairs of commerce, and the protection, if you will, of individuals abroad. For a great many years our Canadian consular work was done entirely by the British Consular Service. It may be of some interest to glance at what has happened in that connection. Prior to 1825 British Consuls were always drawn from merchants engaged in foreign trade. Their remuneration consisted entirely of their fees, plus, one may suspect, certain prerequisites of office. In 1825, however, the British formed a Career Consular Service, as part of the foreign service, and the Consular Department of the Foreign Office was created to manage it. Over the years they did our work and have done so up to the present. Where we had our own offices developing we took over the work from them, there being generally a person doing Canadian consular work at every diplomatic post that we opened. The world-wide scope of the British Consular Service may be judged from the fact that at last listing there were no less than 514 posts. This service has been and is available to Canadians, and is of course of very great value. They still do our work in places where we are not represented. They still do, throughout the world all our work with merchant seamen, which is a subject the committee might like to discuss at some future time.

The thing about these consuls is that the very *raison d'être* of their existence from the beginning was commerce. We are all familiar with the work of the Canadian Trade commissioners. The Canadian Trade Commissioners came into being because there was no Canadian Consular Service. I am not suggesting that there should be any change back now, but the truth is that the work which is done by our Canadian Trade Commissioners is done for the U.K. and the United States and other countries by their consular services. But as in the very beginning of things consuls were first employed to represent special interests abroad. So the Canadian Government having itself the very particular interest of promoting Canadian commerce decided to send its trade officers out into the world. This was really because we had no consular service. Similarly—to fill a special need the Canadian government found it desirable to send immigration officers to Europe. These people invaded what is thought to be the consular field nowadays to such an extent that they

actually did issue visas, and, so to speak, they captured the very keep of the consular stronghold. As is perhaps characteristic of the rather loose form of British constitutional development, our own foreign service lagged rather behind, and it was, as you know, not until approximately 1925 that we began to have any foreign representation as distinct from the United Kingdom.

In the few places where we opened missions, of course, we took over our work from the British but not much progress had been made by the time that the Germans invaded Poland in September 1939. During and since the war events moved apace and if we take into consideration all our trade posts and immigration posts, and our own external affairs posts, there are some fifty-nine of them throughout the world at which Canadian consular work is being done by Canadians. I am certain to make the point that you cannot really separate trade and commerce from external affairs in this matter. A Canadian consul represents every department of the Canadian government and thus, for example, when we recently opened a consulate general in Chicago, we took over the work that the Department of Trade and Commerce were doing there. In collaboration with the Department of Trade and Commerce we have worked out instructions on trade matters for the use of our officers at U.S. posts where there is no direct representation. By the same token in New York, where the Department of Trade and Commerce has a great deal of work, there are a regularly appointed Consul and Vice-Consul, staff officers of Mr. Hugh Scully, the Consul-General, but nonetheless officers of the Department of Trade and Commerce, and borne on their rolls.

The expansion of our foreign service proper, which took place during and immediately after the war, the introduction of the Canadian Citizenship Act, the revival of immigration and a number of other factors, involved a very large increase in the consular work at head office. In consequence it was decided at the beginning of 1947 to create a separate division entirely responsible for consular matters. The consular division came into being on the 7th of January, 1947. The terms of reference of the division make a little dry reading, but I shall pass them on, if I may, to the chairman and perhaps they can be included in this statement.

The terms of reference are as follows:

The Consular Division is responsible for the proper conduct of all consular matters; for the instruction of Foreign Service and Consular Officers in consular duties when serving at home and their direction in such duties when serving abroad; in concert with the Personnel Division for the recruitment of Consular Officers as necessary; for recommendations concerning the expansion of the Canadian Consular Service and the formulation of policies related thereto. The Division is specifically responsible:

- (a) For the issuance and control of Canadian passports (diplomatic, official and regular) and other travel documents, the granting and rejection of visas for admission to Canada, and, as necessary, the securing of visas for admission to foreign countries for persons travelling on Canadian government business.
- (b) In so far as the Department of External Affairs is concerned, to deal with all questions of citizenship, immigration, deportation, repatriation, relief of distressed Canadians abroad, travel control, Merchant Seamen, war graves, pensions of Canadian ex-servicemen and their dependents, the protection of the interests of Canadians abroad, and all other matters which are normally and by international usage the concern and responsibility of a consular service.
- (c) To draft and, under the authority of the Secretary of State for External Affairs, as may be appropriate, to issue to all concerned regulations and instructions dealing with the matters set out above and to ensure that such regulations and instructions are kept current at all times.

The division at head office is organized into three separate sections. The first of these consists of one officer only at the moment whose full time is spent in matters which relate to the opening of offices in the United States, of which you are aware. The second is what we call the "general and training section" and here we deal with a mass of correspondence on a great number of varying subjects, this correspondence amounting to over one hundred items a day. This section is also responsible for producing regulations, instructions and so on. I may say we should not pass too lightly over this question of regulations. When we began we had no regulations, and we had to create them out of our own heads and from the experience of the British and others who were good enough to guide us. We now have a book of instructions, a guide, if you will, which is in the hands of every consular officer of Canada.

Mr. HACKETT: Is that a departmental publication?

The WITNESS: It is not a publication because we still have not printed it. It is a mimeograph form and is going through its period of trial and error. In due time we hope to have it as a published document. It is not a confidential document.

Mr. HACKETT: Do you think the circulation of that document would be of help to this committee?

The WITNESS: It would be pretty dry reading. If anyone was interested I would be only too happy to bring a copy and discuss items with him.

The CHAIRMAN: Is it voluminous?

The WITNESS: Yes.

Mr. HARRIS: You have, of course, the very highest of talent here in Canada to help you improve it.

The WITNESS: Quite so, and I should, I assure you, sir, be happy to avail myself of it.

Then we have the difficult problem of trying to give our young people some training and instruction before they are sent out to posts abroad.

The third section is the passport and visa section, concerning which evidence was given during the last session of parliament by the then passport officer, Mr. B. G. Sivertz. I should like to give you some idea of the amount of work which is accomplished by that one section of the division. During the last fiscal year there were 57,659 new passports issued, 12,233 passports renewed, 432 visas issued, 45 certificates of identity issued, and 37 certificates of identity renewed. It is a source of satisfaction to me that this is a revenue producing branch of the department, and \$312,598 in fees were collected.

Mr. FRASER: The different post offices have the passport forms, but do they have the application forms for children under the age of sixteen?

The WITNESS: You could use exactly the same form if you wished.

Mr. FRASER: It does not have the parents' or guardians' signature then.

The WITNESS: I could look into that.

Mr. FRASER: Yes, please do, because I know of a case that occurred in the last couple of days.

The WITNESS: Gentlemen, I have here in front of me a rather amusing general picture of the life of a consul-general which was supplied some time ago in lighter vein by the Consul-General in Chicago. If I could take the time to read it, I think you might find it both amusing and informative. It reads as follows:

Following our conversation in Ottawa concerning the duties and occupations of the Head of a Consular Mission, may I communicate the following notes derived from my experience here.

There are, of course, the responsibilities of administrative routine and general supervision thereof. There are the various functions at noon, in the evening and frequently at the week-end that have to be attended as a

matter of near obligation. And then there are the speaking engagements, with the reading and writing which preparation for those engagements involves.

In addition to the above occupations and responsibilities which, taken as a whole, absorb the major part of a Consul General's time, whether in or out of his office, there is a multiplicity of activities which are not easily classified because they all arise singly and do not fall into any pattern. There is hardly ever any repetition and each day brings a new sort of solicitation of the Head of Mission's time. May I illustrate?

A divorcee claims her children are being mistreated by her former husband who has remarried near Montreal, and she seeks advice on how to proceed to have her authority restored over her children.

A kind hearted spinster thinks a Canadian woman, an inmate of Manteno Insane Asylum, is not really insane and is probably a victim of an error or in any case is too roughly treated and she appeals to me.

The General Counsel of a Telephone Company is having difficulties with an American subsidiary of a Canadian corporation about an easement on the latter's property and he calls on me to explain his case, together with an appeal that I intercede.

A Latin-American living in Chicago wishes to send his daughter to a convent in Canada and he asks for directions and advice on the best return for his money.

A life-long Alaskan wishes to take a party of twenty-five Chicago youths along the Alcan route to Alaska and solicits my intercession with the Canadian authorities to secure an R.C.M.P. permit.

A large automobile corporation, launching a new rear engine model, wants to secure Canadian steel and its representatives want guidance on the right channels of approach.

A young Canadian woman, abandoned by her American husband, solicits financial help to move on to California (needless to say she does not get it but she does take up the time of the Consul General).

An elderly woman, once a resident of Manitoba, has an income from a piece of property in Winnipeg and as a result of exchange control difficulties, she thinks all Winnipeg lawyers are crooks and that her Winnipeg bankers are dishonest. (My job has been to send her on her way happy in the thought that her judgment was mistaken in both instances).

A number of Canadian students in Chicago solicit intercession with the United States Immigration authorities so that they (or sometimes their wives) may be allowed to earn money while here to study.

A Chicagcan requested for a friend in Paris a list of French language advertising agencies in Canada.

Some callers want the Consul General to subscribe to some worthy cause. (They do not get his money but they do take his time).

A young American university student wants to devote his GI veteran's allowance to pursue his studies in Canada in a French environment and he solicits information on universities, cost of living in Montreal, Quebec, etc.

Finally, there is the inevitable caller, whether a Canadian traveller, or Canadian or American resident of the United States, who merely wishes to pay his respects to the Canadian Consul General.

I have just attempted to sketch in very lightly the history of consuls, the development of the Canadian consular service and what we are doing. As you know, we are at the present time embarked on the expansion of our service in the United States of America, and since the coming into being of the consular division, we have opened a Consulate-General in Chicago and a Consulate in Detroit. A further Consulate-General will be opened in San Francisco on the 2nd of July, and thereafter two other Consulates will be opened, one each on the east and west coasts respectively. These, it is thought will provide adequate Canadian consular representation in the United States, with the possible exception of the "deep south". It may then be possible to turn to the expansion of the service elsewhere, not in a spirit of expansion for its own sake nor for the aggrandizement of the service, but with a view to supplying real Canadian needs in manner most effective and with due regard to the rights of the taxpayer.

In closing this statement I should like, if I might to just say that while the duties of diplomatic and consular officers naturally differ in some degree, they call forth much the same qualities in the individuals concerned. As Mr. Pearson has told you, it is the aim of the department that there should be no distinction between the services, but that consular and diplomatic officers should be as interchangeable as possible. Naturally, the particular qualities of some fit them better for one side of the work than the other, but we are anxious to avoid any hard and fast bar, such as has prevailed elsewhere but is now being dispensed with by the great foreign services of the world.

Broadly speaking, the consular side of the work, of course, does bring us more into touch with individuals than does the diplomatic side. Hardly anything we touch but in some way or another concerns the personal life of an individual. In that sense we regard ourselves in a rather special sort of way as the shop window of the department, and we take pride in this responsibility. We must give our people service. All the good work of our colleagues on the diplomatic side may be forgotten if we do not give businesslike consular service both here, and abroad. We do not want people to say that they have written to the department but did not get an answer. We try to avoid all that sort of thing. We realize our responsibility is to be a shop window and, as I say, we take pride in that responsibility.

Mr. CROLL: It occurred to me that you said that consular service would be opened in San Francisco. It has always been my impression that the vast number of people interested in the consular service would rather have it in the Los Angeles area. What are the reasons for having it established in San Francisco?

The WITNESS: I made a tour last spring and I examined the situation very closely and got the best advice that I could. On the whole, while what you say is true that probably more Canadians and people of Canadian extraction, shall we say, are in southern California, we had a general job to think about. If we were going to divide up the whole territory of the United States with three consulates-general, and have consulates radiating out from them as the need arises, San Francisco really picked itself as the natural point for the main base on the Pacific coast.

Mr. FRASER: On account of the shipping?

The WITNESS: Yes, to some extent. And, despite the fact of the immense development of the Los Angeles area, San Francisco is still the base of the great insurance companies and houses, the head offices of banks and so on,

on the West coast. I feel quite sure that it is the right place for the Consulate-General. I think we shall, inevitably, sooner rather than later, have to relieve the Trade Commissioner in Los Angeles, and I personally think we shall not be able to go on much longer without having some representation on the north-west coast.

Mr. CROLL: Where would it be?

The WITNESS: Seattle.

Mr. FRASER: Is there any form of revenue in these consulate offices?

The WITNESS: There is a certain amount of revenue from fees but I should like to make it clear that the days are over when consular fees carried the consulate.

Mr. FRASER: I know that, but they do get something from the work they do.

The WITNESS: Yes, from passport and visa fees. One of our little tasks was to draw a fee scale and get it into operation.

The CHAIRMAN: Have you a consular service in New Orleans?

The WITNESS: No. That is what I meant by the deep south.

Mr. WINKLER: I know that some consuls have become ambassadors, but is there any record of an ambassador having become a consul?

The WITNESS: I do not know of any.

Mr. PEARSON: There have been rare occasions where an ambassador or a minister in a small country has been promoted by being made a consul-general in a place like New York city.

The CHAIRMAN: You call that a promotion, do you?

Mr. PEARSON: I would call it a promotion in certain cases.

The WITNESS: There is a situation in the British service in which, for instance, the consul-general in New York, the consul-general in Chicago, and the consul-general in San Francisco are all rated as ministers in the foreign service of the United Kingdom.

Mr. HACKETT: How is control exercised over those consular officers who were known as trade commissioners in the days of Sir George Foster? He started a service of trade commissioners throughout the world and I understand they have been absorbed into the consular service.

The WITNESS: No, sir, they have not been absorbed. The vast majority of their posts are still trade commissioner posts, but they do certain consular work at those places.

Mr. HACKETT: Is it not desirable that there should be some consolidation of that foreign service? I suppose that is a delicate question for you to answer?

The WITNESS: Yes, it is a delicate question for me to answer.

Mr. CROLL: The trade commissioner has his distinct work and it is becoming more and more important.

Mr. HACKETT: It is a consular work too.

Mr. CROLL: No, our trade commissioner is a bit of a drummer these days. My knowledge is that it is his job to get out amongst the trade and try to sell the goods Canada has. The consul has a different task entirely. He is a hand-shaker and a good fellow, and goes out and makes speeches.

The WITNESS: Oh, he is really much more than that, you know, sir.

Mr. CROLL: I put it on a light vein.

Mr. HACKETT: I understand the consular service is primarily a commercial one.

The WITNESS: That is quite true.

Mr. HACKETT: Naturally there are divisions in it, and it is proper these divisions should be maintained where they are justifiable, but I would think it would be in the interest of Canada and of the service to have it under one responsible head.

Mr. COLDWELL: If the trade commissioner is doing the work of a consul, then he should be accorded the privileges of a consul.

Mr. PEARSON: We have tried to make the two services as interchangeable as possible, and we have established a good relationship with the Department of Trade and Commerce, and we have a joint committee with that department and it deals with the two problems.

Mr. FRASER: Would your consuls throughout the United States and in any other place be able to issue passports?

The WITNESS: Oh, yes, indeed.

The CHAIRMAN: From your experience, Mr. Pearson, what you are actually doing between the two departments is the best way to have the most results; otherwise, if you make things too rigid, you may have some friction.

Mr. PEARSON: That is our purpose. In achieving that purpose we get the full co-operation of the Department of Trade and Commerce.

Mr. FRASER: Mr. Pearson, a consul would have more prestige than a trade commissioner in a Central American country, would he not?

Mr. PEARSON: That is quite right. In certain Latin-American countries they do not understand what the title of trade commissioner means. That is one reason why certain trade commissioners are called consuls and consuls-general.

The CHAIRMAN: Are there any more questions? I think I am voicing the sentiments of this committee when I thank both Mr. Pearson and Mr. Chance for their fine contributions to the meeting this afternoon.

The committee adjourned.

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Canada External Affairs
Standing Committee 1947/48

SESSION 1947-1948

HOUSE OF COMMONS

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STANDING COMMITTEE

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ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 3

MONDAY, MAY 24, 1948

WITNESS:

Mr. Lester B. Pearson, Under Secretary of State for External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., L.Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1948



MINUTES OF PROCEEDINGS

MONDAY, May 24, 1948.

The Standing Committee on External Affairs met this evening at 8.30 o'clock. Mr. Gordon Graydon, the Vice-Chairman, presided.

Members present: Messrs. Beaudoin, Boucher, Croll, Fleming, Gauthier (*Portneuf*), Graydon, Hackett, Harris (*Grey-Bruce*), Jackman, Jaenicke, Jaques, Knowles, Lapointe, Leger, Low, MacInnis, Marquis, Mayhew, Winkler.

In attendance: Messrs. R. G. Riddell and S. D. Hemsley.

Mr. Graydon expressed his appreciation for the privilege of presiding for the first time as Vice-Chairman over the deliberations of this Committee. He deemed it an honour and added that it was a strange feeling to lead the Opposition earlier in the day in the House and then preside at the External Affairs Committee in the evening. He saw in this an indication of the unity of purpose which inevitably exists between members of this Committee on Canada's foreign policy.

Mr. Pearson was called. He proceeded with a general statement on certain aspects of international affairs, and was questioned thereon.

In his statement he surveyed:—

1. Certain recent European developments.
2. Phases of the ~~Empire~~ Recovery Program (E.R.P.) referring particularly to European economy, territorial arrangements and treaties.
3. Trans-Atlantic reactions to above.
4. United States Senate Foreign Relations Committee.
5. United States Senator Vandenberg's recent Resolution, Congressman Judd's and other Resolutions.

Mr. Pearson also commented on the Commissions to Greece, Far East, Korea, Kashmir, and Indonesia.

The witness spoke briefly on the Palestinian question, United States and United Kingdom Resolutions and state recognition in relation thereto. He also commented on the Chinese question.

Mr. Riddell supplied answers with respect to the Palestinian question.

Before adjournment, Mr. Graydon voiced the thanks of the members of the Committee for the able and lucid explanations of Mr. Pearson on world affairs and his generous answers.

The Committee agreed to proceed first with Votes 53 and 54 at the next meeting; Vote 52 being allowed to stand.

At 10.30 o'clock p.m. the Committee adjourned until Wednesday, May 26, at 8.30 o'clock in the evening.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,

May 24, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Vice-Chairman, Mr. Gordon Graydon, presided.

The VICE-CHAIRMAN: Gentlemen, will you please come to order. First of all, I should like to open this meeting of the External Affairs Committee by indicating my pleasure and appreciation at presiding over this committee for the first time since I was elected vice-chairman some two or three years ago. It is an honour which I regard very highly and one which I hope I may, in some small measure, merit as time goes on.

Perhaps it may be said the foundation for the multiple party arrangements, in so far as our external affairs work is concerned, was laid down at San Francisco and later at London and successive meetings with respect to our parliamentary delegations. This evidence of further non-partisan multiple party participation, I fancy, is welcomed certainly by parliament and by the country. After all, we, in Canada, I think are all of one mind and that is that, so far as is humanly possible and having regard to all the circumstances, our foreign policy ought to be one which would command unanimous opinion in so far as that is possible in order that we shall be able to speak with a united voice in the councils of the world.

It is a strange experience for me to be leading the opposition this afternoon and tonight be presiding over a standing committee of the House of Commons. It is an honour I appreciate very highly and one which I believe will mark another milestone in what we are trying to do; to have, in Canada, a united consciousness of the important role we must play in world affairs in the days which lie ahead. We must try, so far as we can, to work together towards that end and see to it that Canada speaks with a single voice when she speaks outside our own borders. Therefore, tonight I take this opportunity of thanking you for the honour which has come to me. I fancy it is, perhaps, the first time it has come to any member of the House of Commons. I can say I deeply appreciate it.

Tonight, we are still considering vote No. 52. However, Mr. Pearson, the Under-Secretary of State for External Affairs is with us. I think it is the wish of the steering committee and those who have been responsible for setting up the agenda tonight that, in view of the fact Mr. Pearson will not be available at certain stages in the future—

Mr. HACKETT: What by-election is he fighting?

The VICE-CHAIRMAN: I can say if he were, I fancy he would be very successful. In any event, it has been felt by those in charge we ought to have from Mr. Pearson tonight some general dissertation on certain aspects of international affairs. If you will be good enough now to hear Mr. Pearson, we shall call him as our first witness.

Lester B. Pearson, Under-Secretary of State for External Affairs, recalled:

The WITNESS: Mr. Chairman, as you have just stated a suggestion has been made that I might make a general survey of certain aspects of, a factual background if you like, to the international scene. Then, once again, if I can be of any help in answering questions on points which may arise out of that survey I will, of course, be glad to do so.

Naturally, also, I cannot hope to cover the whole of the international picture. I may omit a lot of things which may possibly be more important than some about which I will be talking. There again, if any omissions are called to my attention, I may be able to fill in some of the gaps later.

Last year, when I had the honour of appearing before a joint committee of the House and the Senate and attempted to make a survey of the international scene, if I recall, the picture I tried to present was not a very optimistic one. Since that time, roughly a year ago, the scene has deteriorated and the picture has become somewhat gloomier. Yet, in the midst of the gloom and deterioration, there have been some developments which are hopeful and promise better things for the future. It is of some of those developments that I should like to speak for a few moments. I am thinking more particularly of certain developments in Europe. Those, in their turn, have been a reaction to international developments and international policies in the east of Europe and even farther east than that. In other words, the reaction to what the western democracies may have considered to be threats to the peace has, itself, produced counter-measures which have in them hope and promise.

The particular situation on which I should like to touch, is the progress which has been made in Europe in the last nine or ten months, towards economic recovery and political consolidation. If I may I would like to divide this progress into three phases: first, the European Recovery Program; secondly, and I can deal with it very shortly because we have already touched on it in the committee, Germany and developments in western Germany; and, thirdly, the events leading to what we now call "Western Union." Then, having attempted to deal with these matters under these three headings I would like, if I may, for a few minutes to touch on the Trans-Atlantic reaction to the European developments. Certainly to us in Canada this is almost as important as the developments themselves.

First then, the European Recovery Program. The Paris conferences of sixteen western European countries, as you know, met on July 12, last, to discuss the plans of these European countries to implement the proposals that had been made by Mr. Marshall in his Harvard speech of June 5, 1947. Out of that Paris conference arose the Committee on European Economic Co-operation which assumed the task of assessing the possibilities of European production, and made an estimate of European financial and economic needs for presentation to the United States of America. These estimates were presented to the Secretary of State on September 22, 1947. This Committee on European Economic Co-operation set up certain sub-committees dealing with questions like food and agriculture, iron and steel, transportation, fuel and power, and did a good deal of other investigatory work for the European part of what we usually call E.R.P. But that was not the only development in 1947, toward European recovery. There was also set up by the European States a Study group on a European Customs Union. That you may say was the second child of the Paris conference. That Study Group, (which is a somewhat prosaic name for a very important body), that Study Group has had three meetings at Brussels on November 10, 1947, on February 2, 1948, and on March 18, 1948. Canada has been represented at all these meetings through an observer. The discussions have been important

but they have been, up to the present, on the technical and official level. They have made some progress in the direction of working out plans and projects for a European Customs Union. Also a number of regional customs unions are under various stages of consideration, working through this general working group. For instance, there is a Franco-Italian group working on a scheme for a Franco-Italian customs union. There has also been a group taking in the Scandinavian countries, a Norwegian-Danish-Swedish-Icelandic group.

Then, when the Committee on European Economic Co-operation, which I have just mentioned, ceased its activities, there was set up a permanent continuing organization known as the Organization for European Economic Co-operation. That was established in Paris only a short time ago, on April 16, 1948, I think. The members of that organization are the sixteen western European countries, and the United Kingdom, the United States and French zones of occupation in Germany. This organization has in its turn set up certain agencies. It operates through a council, an executive committee and a secretariat. The duties of the Organization, which are important, are to screen requirements, integrate production and investment programs, and make positive proposals to member governments for raising the production efficiency of western Europe; to enable western Europe to get back on its feet as soon as possible with help from overseas. In the meantime, as you know, the United States congress has passed the Economic Co-operation Act; has named an administrator to supervise the execution of the United States part of this recovery program; and has appointed an ambassador at large to provide liaison to the sixteen countries that are members of the organization set up for European economic co-operation.

The Canadian government has kept in close touch with this organization through representatives in Paris and will probably soon be able to keep in closer touch through an official appointed for that purpose. In that connection, our ambassador in Mexico, Mr. Pierce, is now on leave from his post in Mexico and is being sent by the government to Paris to report on the work of this organization, on Canadian aspects of that work, and the kind of liaison organization we should set up in Paris. So much then for the machinery for European recovery program.

The second phase of this subject is the re-organization of western Germany consequent upon the failure of the council of foreign ministers. As I think I said the other night when we were discussing this, there has been some progress made here both on the economic and political side. There have been the London talks on the future of western Germany. These talks began on February 23, last, and they continued through March and April, and were supplemented by a conference in Berlin of the western military governors. The talks lapsed for a while, were resumed in London lately and should be concluded, I gather, shortly. As a result of these talks it is hoped that agreement will be reached on the restoration of the German economy, and of activities in the Saar and Ruhr; on the evolution of a political and economic organization for western Germany; and on provisional territorial arrangements. It is anticipated that the German authorities will be asked by the three governments, the United States, the United Kingdom and France, to take part shortly in the preparation for a constituent assembly which will have the task of drafting a constitution for the government of the three western zones. The recommendations of these talks, of course, are for submission to the governments, and until they are approved by the governments they naturally are not binding.

Now, the third phase of this subject is in some respects the most important. I refer to the developments leading up to what we call Western Union. That began with Mr. Bevin's speech on January 22, 1948, when he proposed that the free nations of western Europe work towards what he called a western union. He indicated at the same time that it was unfortunate that a division of Europe

into east and west had taken place, but that he felt that the policy of the Soviet Union had left no alternative but to work for some kind of Western European political organization as a defence against aggressive policies from the east. The nucleus of western union as agreed upon at the time was to be the United Kingdom, France and the Benelux countries. Later he hoped that "other historic members of European civilization," as he put it, "including the new Italy", would be associated. Talks on western union have been going on almost without interruption through one channel or another since the day of Mr Bevin's speech. Shortly after that speech the United Kingdom and France offered each of the Benelux powers a mutual assistance treaty on the lines of the Dunkirk treaty of 1947 between themselves. Mr. Spaak, who was then as he is now, Prime Minister of Belgium, said that was not good enough for the circumstances of the time, and as a result of certain discussions held between the Benelux powers and the other two, the Brussels agreement was signed. That was facilitated and expedited, and discussions concerning its form were brought to an early conclusion by events which took place in Czechoslovakia the last week of February.

A meeting was called on March 4 in Brussels, and a draft treaty was concluded on March 12 and signed on March 17. That Brussels treaty, I suppose, is the cornerstone of the western European system at the moment, and it is very important, I think, that we should have a clear idea of its terms and its implications. It is far more than a military alliance of the old Dunkirk model or of the pre-war models. Its preamble emphasizes the ideological aspect of the treaty by referring first to the principles of democracy, personal freedom and political liberty, constitutional traditions and the rule of law. Then it mentions economic, social and cultural ties and co-operation for European economic recovery. Only after all those things does the preamble of the treaty which declares its purpose, speak of mutual assistance under the United Nations charter to resist any policy of aggression, not merely aggression from Germany, but any policy of aggression.

Article 1 of the Brussels treaty provides for the co-ordination of economic activities through a consultative council. Articles 2 and 3 have certain social and economic provisions, but article 4 is the provision which provides for collective self-defence. That article, which may possibly be a model for collective self-defence provisions in other treaties of this kind, states that if any party is the object of armed attack in Europe (not outside Europe), if any party is the object of armed attack in Europe the others will afford all military and other aid in their power under article 51 of the charter of the United Nations. Then article 5 ensures that action taken under the previous articles should be in conformity with the charter. Article 7 provides for a consultative council, which is to deal with questions which, while not constituting direct aggression or attack do constitute a threat to the peace. I suppose it is accurate to say that in the conditions of the present indirect aggression is just as important as direct aggression, and whereas direct aggression is sometimes not too difficult to determine, what constitutes indirect aggression is a new and rather baffling problem. They attempt to deal with it in this Brussels treaty through the consultative council to which any member can bring any question which is considered by that member to be a threat to the peace in whatever area of the world that threat should arise, or any danger to economic stability.

Then there are certain formal clauses in the treaty, including one which provides for the accession of other states. That is the Brussels treaty signed on April 17.

Since that time the signatories have worked pretty swiftly to set up the organization provided for in it. A permanent consultative council has been established. A permanent commission has been established in London. A permanent military committee has also been established in London under the

authority of the consultative council to study security problems envisaged in the treaty. The permanent commission has already met, on April 24, and set up a permanent secretariat, while the five defence ministers of the Brussels powers have also met; as indeed have the five finance ministers. So there has been considerable progress made in that direction in the establishment of western union.

It had been thought when the Brussels pact was signed it would not be long before other European states might be invited to join. Italy, of course, comes to mind in that connection. There have been no developments yet on that front. The Italian government has shown itself not unfriendly but a little hesitant about aligning itself with the Brussels powers at this time. That was quite understandable in view of the Italian election. The Italian premier thought it probably would be unwise to introduce that somewhat controversial note into the Italian election campaign. Since the Italian election he has indicated they had probably better take some time to think over this matter. After all Italy is still under a peace treaty regime. She is a defeated power. She is not allowed to build up an army and navy. She does not have control over all aspects of her defence policy. She has lost her colonies, and wants to get some of them back. Both right wing nationalist opinion and left wing communist opinion in Italy might seize on adhesion to the Brussels pact at this time to embarrass the government. Therefore nothing has been done yet in that direction.

Similarly the reactions of Norway, Denmark and especially Sweden to western union have been, while friendly, pretty cautious, for obvious reasons.

If I may leave Europe and deal with the trans-Atlantic parallel developments in this field, the trans-Atlantic reaction to these political developments towards western union, I might mention—

By Mr. Hackett:

Q. Before you leave Europe does the Brussels treaty differ from the suggestions made by General De Gaulle in his Bar-le-Duc speech of two years ago?—

A. I wish I could answer that question but I am afraid I cannot because I have not in my mind at the moment what those suggestions were at Bar-le-Duc.

Q. It is quite by accident I happen to have it here. It was a union of the western European countries for the purpose of forming a balance of power.

Mr. GAUTHIER: All of them?

Mr. HACKETT: All of those mentioned here.

The WITNESS: I would think this kind of proposal would commend itself to General De Gaulle from what I know of his political views, but I am not able to state whether it was the kind of collective security system he had in mind when he made that speech. The first United States reaction to the European development is found in President Truman's speech on St. Patrick's day, March 17, his address to Congress. Actually in that speech Mr. Truman did not commit the United States to any policy or did not advocate any policy of direct association with the Brussels pact or any other political pact. You remember at that time he asked Congress specifically for immediate approval of the E.R.P. bill which he got shortly afterwards, the adoption of universal military training, and the temporary revival of conscription. But in the opening passage of his speech the President referred to the Brussels treaty. He mentioned it had been signed and added:

This development deserves our full support. I am confident that the United States will by appropriate means extend to the free nations the support which the situation requires. I am sure the determination of the free countries of Europe to protect themselves will be matched by an equal determination on our part to do so.

I think that this was interpreted in most European countries as an indication of United States support for these western union developments, and as a suggestion that if this development was carried to a successful conclusion they could count on United States approval and United States assistance in some undefined manner.

From a European point of view of course it was important to find out how that assistance was to be given, in what form it was to be given, and through what agency. There have been some clarifying statements in that connection in the last few weeks in Washington. In the past two weeks, for instance, the Senate Foreign Relations Committee and the House Foreign Affairs Committee of the United States Congress have heard testimony from a number of individuals on the subject of making the United Nations more effective and have considered what reports they should make to the Senate and to the House respectively. On Thursday last, May 20, the Senate committee adopted by thirteen votes to nil a resolution originally put forward by Senator Vandenberg, the resolution not being substantially amended by the committee. That resolution is an extremely important document and may signify a very important move in United States' foreign policy. It has, however, been more or less overlooked in the press and in public comment because of the rather dramatic incidents which occurred at the very time when Senator Vandenberg's resolution was brought forward, when Mr. Molotov and General Bedell Smith had their discussions together in Moscow. In the flurry of comment, criticism, and controversy that followed this move Senator Vandenberg's resolution did not get very much attention, but I venture to suggest it deserves a good deal of attention. The present intention is to have this resolution approved by the Senate as a statement on foreign policy which would not of course commit the administration in any way but which would advise the president and the secretary of state. It would not necessarily, of course, force them into any action at this time. The House committee on the other hand is considering measures which call for immediate action to revise the United Nations Charter or to form a new international organization if the Soviet government should veto the proposed revision. So you have in the United States Congress two developments occurring both of which are related to this European move which I have mentioned. You have Senator Vandenberg's resolution to which I will return later, and which does not necessarily mean any immediate action to interfere with the United Nations as we know it now. Also you have the House resolution—several House resolutions—some of which, if they became law, would probably break up the United Nations as we know it now. Of course the House ideas of revision come from groups with quite different basic attitudes toward current international problems than the ideas of those who are supporting the Vandenberg resolution. The picture presented by these various resolutions, is, in a sense, one of conflict between conservative policy on the one hand—no one would have dreamed of calling Senator Vandenberg's resolution a conservative one a year ago—and on the other hand a policy of immediate challenge to the Soviet in the United Nations, to be followed, if necessary, by a United Nations without the Soviet. Public opinion has now been focussed on this matter through the hearings before the Senate and House committees. It seems to me that this conflict of opinion is something which has been developing in United States public opinion for some time. The decision made by the American nation to participate in the United Nations was a whole-hearted one. Most of the people expected, when they made that decision, that the adherence to the United Nations Charter by the majority of states of the world, including the big powers, would, after an adjustment period, result in an increasing sense of security, in great progress towards economic rehabilitation, control of atomic energy, and reduction of armaments. In spite of progress in the economic and social fields and in spite of the settlement of some political disputes, these

expectations have not been fulfilled. One can only consider the succession of events in the first five months of 1948 to realize how this failure has been forcibly thrust upon a nation which has more newsprint to carry such news, sometimes in sensational form, than any other nation on earth. Although these failures of the United Nations have been publicized and indeed sensationalized, the more encouraging developments, some of which I have already mentioned, the European recovery plan, the victory of the democratic parties in the Italian election, the pact of western union in Brussels, were not in any direct sense "accomplishments" of the United Nations. In this situation the American people, excited by the propaganda barrages of the "cold war", alarmed by Communism in the United States, confused by an almost inexhaustible variety of ready-made "solutions" propounded in books and magazines, feel that they are normally bound to do something about achieving peace. I do not consider it to be any criticism or reflection on them to say that they are liable to follow almost any crusader who seems to have a definite answer to this problem of peace. This temper on the part of the American public which may result in some action in respect of international co-operation has been revealed recently in public polls, newspaper comments, by the steady flow of correspondence received by Congressmen, by the passing of resolutions by fifteen state legislatures; by the introduction at the present session of Congress of twenty-one separate resolutions which bear on the reform or the revision of the United Nations. The Roper survey shows 43 per cent of Americans support the idea of a "United States of the World". A Gallup poll last October revealed 56 per cent desire the United Nations to develop into a world government. A number of organizations have made declarations of policy concerning United States support of these plans. Among them one of the most influential is the United World Federalists, whose president, Mr. Cord Meyer, Jr., appeared before the House Foreign Affairs Committee and advocated a determined effort on the part of the United States government to bring world government into operation. Other organizations are National Security Committee, Post-War World Council, Woodrow Wilson Foundation, The Citizens Committee for United Nations reform headed by Mr. Ely Culbertson. It is Mr. Culbertson's plan which seems to have commanded most support and most attention in the House of Representatives. It has also gained the support of sixteen senators in the Senate and it is a very far-reaching scheme indeed for a new international set-up. Two other organizations, The American Association for the United Nations, and the Committee to Frame a World Constitution, have put forward ideas. One of the resolutions put forward in the House by Representative Judd seems to sum up the desire common to most to widen and change the United Nations Charter. Congressman Judd's resolution calls for such things as the elimination of the veto right by a permanent member of the Security Council and for limiting armaments. It is based on suggestions made by Mr. Culbertson. If the U.S.S.R. should veto such changes Mr. Judd says that the United States should take the lead in establishing "on the basis of a revised United Nations Charter" a more effective international organization.

I mention all this because if these resolutions were carried into effect the United Nations, as we have it now, would pass out of existence and we would have, presumably some international organization based on a new charter without the Soviet Union. That would be recognition, certainly a rather dramatic recognition, of the division of the world into two camps—the Soviet and the American.

Now, that is not the policy of the United States government, and an effective answer has recently been given to these revisionists by Secretary of State Marshall who spoke to the House Foreign Affairs Committee a short time ago, challenging the desirability and the necessity of such far reaching action as that

of the resolution of Congressman Judd, Mr. Marshall then pointed out that "the United Nations was specifically designed to preserve peace and not to make the peace." The expectation of harmony among the great powers, on which the success of the United Nations in its early years was obviously dependent had not been fulfilled, but in spite of this the United Nations had accomplished a number of things and as a "forum of negotiation" it could still deal with some political controversies, although not all. Mr. Marshall went on to emphasize how important it was to keep it in being and keep it universal. He said any attempt to revise the charter or achieve immediately some kind of world government would destroy the United Nations and result in the "dispersal of the community of nations followed by the formation of rival military alliances and isolated groups of state." And then he went on to say it was their intention not to break up the United Nations but to afford encouragement and support to all arrangements made by free nations for the preservation of their independence and liberty through such pacts as the Brussels pact inside the United Nations.

If you relate that statement to the Vandenberg resolution, you get the official policy of the United States government in this matter. Furthermore this statement of Secretary Marshall before Congress has been supported and backed up by President Truman on two different occasions by general expressions for the support of the United Nations; also by Mr. Dulles who is a very important figure in the Republican party. Mr. Dulles restated in very precise fashion the point made by Mr. Marshall when he said that it was not necessary to do away with a universal association that is loose in order to have a partial association that is highly organized; efforts at the universal level should not preclude more rapid progress at a less than universal level.

And that brings me again to the resolution of a fortnight ago of Senator Vandenberg which really embodies these ideas, and which if it is carried into effect will presumably take the place of more radical revisionists' ideas which have been enunciated in other quarters; in Congress and elsewhere.

By Mr. Hackett:

Q. Would Mr. Pearson pardon an interruption? May I ask him for any comment on the clash between the groups represented by the United States and those by the Soviet Union as set forth in the controversy between Mr. Molotov and Mr. Smith?—A. Possibly we could come back to that, Mr. Hackett; I am about to finish this particular survey, and I thought I might end on what the Vandenberg resolution means, and then throw myself open for questions.

Mr. MACINNIS: Mr. Chairman, has Mr. Pearson got the text of the Vandenberg resolution?

The WITNESS: I have, Mr. Chairman; I have it here. I thought I would give you a short analysis.

Mr. MACINNIS: Have you any objection to putting it on the record?

The WITNESS: Not at all. Senator Vandenberg's resolution follows logically then on Secretary Marshall's statement of policy. It re-affirms United States support of the United Nations, asks for voluntary agreement to remove the veto from the pacific settlement of disputes, along with renewed efforts to achieve regulation and reduction of armaments and suggests that a review of the Charter with a view to its formal amendment might take place at a later time. Most significantly, the resolution would make it clear that the United States would, in the event of armed attack affecting its national security, exercise its rights of individual or collective self-defence under article 51 and that the United States seeks association—and I quote from the resolution: "by

constitutional process with such regional and other collective arrangements as are based on continuous and effective self-help and mutual aid, and as affect its national security."

It is not too much to say that if this resolution is adopted by Congress it may constitute on a political level almost as important an offer as that made by Mr. Marshall a year ago on the economic level. I am not suggesting that developments will follow in this same way; they may not. This may never become a matter of United States policy. But if you read what Mr. Vandenberg has said and what the administration has said previously on this matter, it might become a matter of public policy and be implemented. In that case I think it will be considered a very important declaration indeed.

Now, I think that is about all I need to say on that matter. I have dealt with this particular aspect of the international scene at such great length that possibly I ought to stop and see if there are any questions.

The VICE-CHAIRMAN: Thank you, Mr. Pearson, perhaps some of the members would like to ask some questions.

By Mr. Hackett:

Q. I would like to ask Mr. Pearson if the criticism levelled at the United States and the United Nations, by Soviet Russia and its satellites, seems to be that the United States and Britain are forming an association against Soviet Russia? I think that is one of the reasons that Mr. Molotov set forth in his communication, and that being so, how can Russia be expected to accept the policy advanced by Senator Vandenberg?—A. Well, Mr. Chairman, I can understand that the Russian government must look with a certain amount of distaste and suspicion on this development; but I should think that even from the Russian point of view developments of this kind which are brought within article 51 of the United Nations Charter and the purposes and principles of which are sanctioned by the United Nations Charter—I think that developments of that kind would be preferable to the revisionists' ideas which if they were carried into effect would have driven the USSR right out of the United Nations. This is merely one method of developing regional security pacts under the Charter. I suppose, however, there is no use deceiving ourselves, if relations between the USSR and the democracies were not bad this might not be tried. Nevertheless, I think even from the Russian point of view, distasteful though it may be, it is an improvement on being driven out of the United Nations by an attempt to amend the Charter of the United Nations against a Russian veto. I am not suggesting they will welcome this development; they will not; but we would have no cause to complain if they worked out their own relationships with the Eastern European states by a regional pact under Article 51 and had it registered in the United Nations—we could not take any formal exception to that. But they are not likely to do it.

Q. And they have achieved that purpose in a way that we feel is reprehensible, have they not?—A. Well, they have very close relationships with their friends in eastern Europe, but they are not embodied in this kind of security pact under article 51. They have their military agreements with all their eastern states now. These military agreements are pretty much of a pattern.

Q. I was thinking of the states which have succumbed to their pressure, as we think of it, and have fallen into their way of imposing their will under the guise of democratic institutions?—A. I think there is a great distinction between that kind of alliance both in method and possibly in purpose, than in a system such as the Brussels pact or some democratic security pact under article 51 of the United Nations Charter.

By Mr. Harris:

Q. Are there, in eastern Europe, regional pacts in the sense of their being agreements between more than one nation at a time with Russia? Have they all Russia in common and one other nation?—A. I speak subject to correction, but I think all the Russian agreements with eastern European countries take the form of bi-lateral agreements. There is a sort of interlocking series of bi-lateral agreements but their terms are pretty similar. It is quite clear that they do, in effect though not in form, constitute a sort of group system.

By Mr. Jaques:

Q. Is there any relationship between the Brussels pact and the recent conference at The Hague?—A. No, there is no official connection between those two things at all because the recent European union conference at The Hague was a non-official conference.

Q. Would they be in conflict?—A. No; from what I know of the objectives of the meeting at The Hague, they would not be in conflict with the objectives of the Brussels pact.

Q. They would be complementary, would they?—A. I would think they would be more or less complementary, though I am not quite sure exactly what did happen at that Hague meeting. All I know is they talked of European union. I think it consisted mostly of orations by the distinguished statesmen who attended. I do not think there was any draft agreement or anything of that nature drawn up.

Q. Would you say that they would be rivals?—A. I would not think they need be rivals. One was an unofficial conference and the Brussels pact was an arrangement between governments. I would have thought that the ideas of the two were, generally, along the same lines.

Q. Rivals in the political sense, probably?—A. Well, possibly rivals in the sense that most of the people who went to The Hague were out of office.

By the Vice-Chairman:

Q. May I ask one question with respect to article 51 which has given me some thought during the time the Benelux and then western union agreements were made? Is article 51 sufficiently wide to accept that kind of agreement among nations, in your opinion?—A. I would have thought so, Mr. Chairman, although there have been some opinions expressed that article 51 was not wide enough for this purpose.

By Mr. Knowlès:

Q. What about the phrase "armed attack"?—A. Article 51—May I read it, Mr. Chairman?

The VICE-CHAIRMAN: Yes.

The WITNESS:

Nothing in the present Charter shall impair the inherent right of individual or collective self-defence—

I emphasize the words, "collective self-defence".

—if an armed attack occurs against a Member of the United Nations, until the Security Council has taken the measures necessary to maintain international peace and security. Measures taken by Members in the exercise of this right of self-defence shall be immediately reported to the Security Council and shall not in any way affect the authority and responsibility of the Security Council under the present Charter to take at any time such action as it deems necessary in order to maintain or restore international peace and security.

It is true that that article deals only with armed attack and, as such, does not cover what I have referred to as indirect aggression.

It may well be that we may not, in the future, ever see an armed attack in the old sense. Wars may start in a different way. The signatories to a pact, however, can decide what constitutes armed attack under article 51. They may consider that subversive action within their own boundaries subsidized and fomented by a government outside the country would constitute armed attack.

By Mr. Knowles:

Q. Is there any significance in the fact the Brussels pact, as you describe it, puts military matters so far down the list, especially when one considers either article 52 or 53 of the Charter, I forget which one it is, which provides for the getting-together of the various member states for the purpose of broader advantage in military matters?—A. The reason why the Brussels signatories used article 51 rather than article 52 as the basis of their pact, does not have anything to do with the breadth of the pact but has a good deal to do with the position of the Security Council.

Under article 52, the Security Council could veto any action taken by the signatories to the pact. It cannot do so under article 51. I have a short note here on that. The two great powers, that is the United Kingdom and France, offered each of the Benelux powers—this is last spring—a mutual assistance treaty on the lines of the Dunkirk treaty. I mentioned that. Mr. Spaak, speaking for Benelux, urged that treaties on that model were no longer sufficient. Concentration on a possible danger from Germany was inappropriate, particularly if as Benelux suggested, western Germany were eventually included in the western European system. Mr. Spaak called for a pact under article 52 of the Charter. To this, it was objected that enforcement of a pact under article 52 was governed by article 53, meaning that enforcement action could only be taken by the Security Council where it would be subject to the veto. Therefore, article 52 is not a very useful article as a basis for a sort of regional collective system.

The reason why the Brussels signatories emphasized the other than military aspects of their association was to distinguish, so far as possible, their association from the old-fashioned military alliance. They wanted to establish a democratic association which would provide not only for defence but which would promote their prosperity, develop social and cultural relations between them, and do other things that would not be covered by a purely military alliance. Special emphasis was placed on the moral and cultural and economic bases of their association.

The VICE-CHAIRMAN: Gentlemen, would you care to have section 52 read? There have been frequent allusions made to it and perhaps all members are not familiar with it.

Mr. HACKETT: Would you read 51 and 52?

The VICE-CHAIRMAN: We have already read 51, Mr. Hackett. Would you like Mr. Harris to read section 52? It is not very long. Perhaps I should read it. It reads as follows:

1. Nothing in the present charter precludes the existence of regional arrangements or agencies for dealing with such matters relating to the maintenance of international peace and security as are appropriate for regional action, provided that such arrangements or agencies and their activities are consistent with the purposes and principles of the United Nations.

2. The members of the United Nations entering into such arrangements or constituting such agencies shall make every effort to achieve pacific settlement of local disputes through such regional arrangements or by such regional agencies before referring them to the Security Council.

3. The Security Council shall encourage the development of pacific settlement of local disputes through such regional arrangements or by such regional agencies either on the initiative of the states concerned or by reference from the Security Council.

4. This article in no way impairs the application of articles 34 and 35.

Mr. KNOWLES: You think then that the Brussels agreement is not expressly provided for in all its details in the charter; but it might also be argued that nothing in the charter stands in its way; would that be a fair comment?

The WITNESS: I think that would be a fair comment, Mr. Chairman.

Mr. JAKUES: The veto, wasn't that a part of the San Francisco agreement?

The WITNESS: Yes, the veto was a part of the charter and it was agreed to by the five permanent members of the council at San Francisco. They agreed that the veto must go into the charter. It was not only the U.S.S.R. who insisted on the veto going in. Senator Vandenberg himself, I believe, in the committee which was considering this matter, insisted that the veto must go in or it would never get through the Senate. However, as a result to a very large extent of the opposition of certain of the smaller countries to this right of veto being given to the five permanent members of the council, the nations which had this privilege did accept a limitation on its use. By means of a self-denying ordinance they undertook to use the veto power with discretion, and indicated that they would resort to it only in respect of very important matters and not to prevent conciliation procedures. This was a kind of sop to the countries which especially disliked the veto; and it was on that understanding that the veto was accepted by those countries.

Mr. FLEMING: They said they would veto if necessary but not necessarily veto?

The WITNESS: That is a good way of putting it, Mr. Fleming. However, that particular self-denying ordinance does not seem to have been very well observed in the last two or three years.

By Mr. Jaques:

Q. Would you say that the organization of the United Nations could continue without the veto?—A. The organization of the United Nations as it is at present constituted could not continue without the veto because the U.S.S.R. has made it quite clear that if the veto goes they go, and they have the veto over the abolition of the veto, so the veto can't go.

Q. The point I meant was, when any one of the great powers finds itself up against a proposition which it feels is vital to its national interest, do you think it would submit to it?—A. I do not think any great power in the present state of civilization would submit to a decision of any international organization affecting its vital interests by a vote of 50 per cent plus one; especially when you have such a great disparity between the size, the importance and the responsibility of states such as you have in the international field today. You could have in the United Nations a situation where a majority of the members might vote in favour of a recommendation when that majority could not contribute anything at all to the enforcement of that recommendation. Yet under the good old 18th century doctrine of the equality of states each would have equal voting power. You may remember the story called *Animal Farm* by George Noell, where the animals threw all the humans out, and then formed their own society. The first article of their new constitution was, "all animals are equal". Later they got quarrelling with each other and one finally became a dictator. His first act was to amend article 1, of the constitution, to read: "all animals are equal, but some are more equal than others".

By Mr. Low:

Q. Has the little assembly made any progress at all toward the solution of this disability of the veto?—A. The little assembly has been studying that matter now through a committee and that committee will be reporting I suppose to the general assembly in September. It has attempted I believe, although the report has not yet been made, to lay down certain rules for the observance of this privilege of the veto. In other words, not to abolish the veto but to surround its use with certain conventional limitations.

Q. I was thinking more particularly along the lines of action in the general assembly itself— —A. That was one of the reasons why the little assembly, I think, got so much support. The futility of the Security Council, in certain respects, made it seem desirable to some members of the United Nations to have a non-veto agency to which matters could be referred in between meetings of the general assembly.

The VICE-CHAIRMAN: Mr. Pearson, may I ask you one question with respect to the western union. Is there anything in the charter to prevent the North American nations from guaranteeing the integrity of the territory of nations connected with the western European union?

The WITNESS: I do not know if there is anything in the charter which would prevent that, but a unilateral guarantee of territorial integrity might be a guarantee to an aggressor in certain circumstances, because a state—this is a purely hypothetical situation—a state might attack another state and then find it had taken on rather more than it had expected and the attacker in turn might have his territorial integrity violated; then, under that kind of a unilateral guarantee, the guarantor power might become involved, in a way that would not be within the terms of the charter.

Mr. FLEMING: I wonder if Mr. Pearson could tell us how many times the veto has been exercised?

The WITNESS: I think twenty-two times by the U.S.S.R.; and by France, once.

Mr. HARRIS: I wonder if I might interrupt to suggest that we are going to have a field day on the United Nations later, and any questions directed to that particularly might be left over. We are trying to cover other fields tonight.

By Mr. Low:

Q. Is the impression growing—it seems to me that it is—that the Brussels treaty is perhaps the first stage in the formation of another kind of organization that intends to do what the United Nations cannot do; is that correct?—A. Well, there is undoubtedly a growing impression that some kind of regional collective system for the North Atlantic area should be formed because in an emergency you could not get any security from the security council. States cannot give themselves security these days, even the largest states. They naturally look around for other states which have similar policies, are of similar views, and try to form an association with those states. The ideal way to have it done would be on a universal basis; if anybody attacks one they attack all. That is obviously impossible in the United Nations as we have it today. I should not say that under the United Nations charter it is impossible, but it is in the world situation that we have today. That itself is probably enough to account for the trend toward these security groupings inside the United Nations.

By Mr. Croll:

Q. Why do you keep using the term "groupings inside the United Nations"? I cannot see the difference between the groupings they have now and the groupings they had before the war started. Forgetting the United Nations entirely for the moment I cannot see the difference. Where is the difference?

Mr. Low: That is just exactly what I had in mind.

The WITNESS: Well, we are back on the United Nations again, Mr. Chairman—

By Mr. Croll:

Q. It arose out of it. I will drop it.—A. I think there is a difference probably in at least two respects. In the pre-war days—and I am thinking of pre-1914 days—there was no international agency to which countries or groups of countries could be called to account, hailed before the bar of public opinion, if you like; now, if a North Atlantic pact or the Brussels pact or a Rio pact is aggressive in tendency the United Nations assembly can meet and the people who feel it is aggressive can charge it with aggression or aggressive tendencies before that Assembly.

Q. The United Nations could not do that or the old League of Nations.—A. I am thinking of before 1914. The other difference is that these pacts within the charter have to be registered with the United Nations and be made public.

Q. This is what has been running through my mind, that the difference is that the Russian pacts are not registered and ours have to be registered and they are not yet registered. That strikes me as being about the only difference.

By Mr. MacInnis:

Q. Is it not a fact that the United Nations now recognize, if not formally, informally, natural groupings of nations and the right of those groupings to do certain things to help themselves?—A. Yes, the United Nations, if it does not recognize those rights, at least cannot do anything about it.

Mr. Low: Such as the Pan-American union.

Mr. MacINNIS: I was not thinking so much of that.

The WITNESS: I think it is probably true to say in respect of the matter which has just been mentioned that the United Nations is not at the moment much more effective than the old League of Nations, but then on the other hand the League of Nations was quite effective enough for the purpose for which it was set up if the nations had desired to use it. After all that is all you can expect of this United Nations. You have to interpret almost every subject that comes before the United Nations in terms of the political conflict between the two great super powers that are now dominating the world. Until the sources of that conflict are discovered and corrected there is not much hope for United Nations action in the solution of the big political problems.

The VICE-CHAIRMAN: Gentlemen, are there any more questions before Mr. Pearson proceeds to some other aspects of the international problems?

By Mr. Low:

Q. You mentioned Norway, Sweden and Denmark as having a cautious attitude towards the Brussels arrangement. What is their particular caution?—A. Well, there is the tradition of Scandinavian neutrality in disputes between great powers. That is a tradition they are loath to abandon, I suppose, even in 1948. There is also the geographical position of the Scandinavian powers. They are pretty close to the U.S.S.R., and if the U.S.S.R. should have aggressive intentions they would be the people who would feel the force of those intentions first.

By Mr. Croll:

Q. Then, following that, would not adherence to the Benelux agreement be of assistance to them?—A. That is quite true, but I suppose governments,

especially governments that have managed to maintain neutrality in two world wars—and Sweden has—are pretty careful about balancing the protective and the provocative effects of a collective grouping of this kind. On the other hand, countries like Belgium and the Netherlands and Norway know that no effort to be peaceful and harmless will save you if an aggressor wishes to attack. Therefore their policy is a little bolder now than it was in 1939 and 1940.

By Mr. Gauthier:

Q. To follow up Mr. Hackett's question about General De Gaulle, if I am well informed, he proposed that all the western European nations should agree to the Brussels pact; is that right?

Mr. HACKETT: He did not say it quite like that.

Mr. GAUTHIER: He wanted all the nations to agree to the Brussels pact.

Mr. HACKETT: Mr. Pearson was very wary. He did not say it in terms specifically, but I think it is the implication, and that was what I was asking.

Qui donc peut retablir l'équilibre, sinon l'Ancien Monde, entre les deux nouveaux? La vieille Europe qui, depuis tant de siècles, fut le guide de l'Univers, est en mesure de constituer, au cœur d'un monde qui tend à se couper en deux, l'élément nécessaire de compensation et de compréhension.

Translation

"By whom will the balance between the New and the Old World be restored, if not by the latter? Ancient Europe, which for so many centuries has led mankind, can constitute the necessary factor of compensation and comprehension in a world which tends to be divided in two."

Then he goes on to describe where this is situated, between the North Sea and the Mediterranean.

Mr. GAUTHIER: If my memory serves me well the newspapers of the days after mentioned that his intention was to include all nations, including the two nations of the Iberian peninsula, Spain and Portugal. I see from the reports of the proceedings of the United Nations that every time there is a question of Spain being regarded as a nation to be friendly with either Russia itself or a representative of the present Polish government vote against everything that could be done in favour of getting Spain in the United Nations organization or into trade agreements of any kind. I see there that the shade of Russia has always been flying above the United Nations against Spain, and I cannot understand why the United Nations at large, especially England, the United States and France, cannot see the strategic position of Spain right at the mouth of the Mediterranean sea where the interests of England, the United States and France are well defined. If some day Gibraltar falls with the war weapons we have now that no fortress can withstand, if ever Gibraltar falls then the interests of England, the United States and France will amount to almost nothing. What can Italy do? What can Greece or Turkey do against the power of Russia? Therefore that sea will be lost to the allies and will be lost for good, all the middle East, its oil, and everything. Every help that we can bring to our friends in Europe will be lost. We will have lost the strategic point of Gibraltar. I would like to know something of Mr. Pearson's ideas regarding my belief—if I may ask him that question?

The WITNESS: Mr. Chairman, the policy of the Canadian government on Spain has been laid down in statements made at the United Nations and I do not need to go into them; they are on the record. So far as the general question is concerned it is a matter of government policy. All I would say is that it is a matter of balancing the strategic advantage of having the Iberian peninsula on your side if you were at war with eastern European countries, as against the

political disadvantage of having on your side a state which some countries think has a fascist type of government and which was very friendly with the Nazis during the war. The reconciliation of those two points of view is not my responsibility and I think it is something that I should leave to my political masters.

The VICE-CHAIRMAN: Are there any other questions before Mr. Pearson proceeds with other aspects of world affairs?

Mr. JAKES: What are the other aspects?

The VICE-CHAIRMAN: Mr. Pearson will go on.

The WITNESS: I do not know what other aspects I should touch. I do not know how long you wish to continue.

Mr. Low: What would you say about the Greek situation and the guerrilla warfare in Greece? Is the commission operating over there?

The WITNESS: Well, Mr. Chairman, as you know the United Nations commission which was appointed at the last assembly has been operating on the Macedonian frontier and on the Greek frontier since last November or December. That commission has been making reports back to the United Nations, some of which reports we see. I think the commission has served a very useful purpose because it has kept watch on the frontiers and if there were flagrant and open violations of them by neighbouring states, in favour of the guerrillas, the commission would be in a position to report those violations. That function has been performed and the report of the commission will be considered by the next meeting of the assembly in Paris. The assembly will then decide whether the activities of the neighbouring states have constituted intervention in the affairs of Greece, and whether such intervention requires further action on the part of the United Nations.

Mr. Low: Do you suppose Dr. Bebler is any nearer to being convinced that those actions do exist?

The WITNESS: I do not think you could convince Dr. Bebler of that.

Mr. Low: What about the Palestine situation, at the moment?

Mr. HARRIS: Have you anything on the Far East?

The WITNESS: Mr. Harris has rescued me from Palestine, so I can say a word about the Far East. The Far Eastern Commission is still meeting in Washington. It has been meeting now for nearly three years. It is having its difficulties. Procedures however, which have become notorious in the Security Council have not been applied to the same extent in the Far Eastern Commission, although four of its members have the veto. The Commission, has, however, been finding it more difficult recently to agree on matters and in that respect it reflects the general deterioration of the world situation. Not very much has been accomplished recently. General MacArthur, the Supreme Allied Commander in Tokyo is falling back upon his authority to issue emergency directives. The United States army is carrying on without too much hindrance from, or, as General MacArthur would put it, without too much help from the Far Eastern Commission. Members of the Far Eastern Commission have also been considering a Japanese peace conference and a Japanese peace treaty. There is no immediate prospect however, of such a conference being held, although six months ago I would have said that there was such a possibility. They are having a great deal of difficulty in establishing a basis for a Far Eastern Peace Conference and I would not be surprised if it were not held for some time. That is about all one need to say with respect to the Far Eastern Commission. The Korean Commission, as you know, has been observing the elections in Korea. Those elections were held on May 10 and the reports were that they were held in a reasonably peaceful atmosphere. I think there were only 950 Koreans killed in the campaign.

Mr. Low: They are making good progress.

The WITNESS: That may sound frivolous but a good many people expected a lot more bloodshed than there actually was. The reports I saw indicated that it was considered to be a reasonably satisfactory result. Nearly 90 per cent of the Korean electorate voted with the result that a government may be set up in southern Korea soon no doubt by the leader of the largest group, the veteran Korean independence advocate Dr. Rhee, whose political views are somewhat to the right of centre. Meanwhile the south is having trouble from the northern part of Korea which is under the U.S.S.R. control and where most of the industrial activity is centred. They have turned off the power up there for the south Koreans. There is no reason to believe the conditions which have prevented the union of the southern and northern sections will be easily resolved or indeed resolved at all, until relations between the U.S.S.R. and the United States have improved.

The VICE-CHAIRMAN: Perhaps you might indicate the present position in China?

The WITNESS: I cannot say very much about that because there is not very much that is new. There does not seem to have been very much change in the last few months. There has, of course, been a formal reconstitution of the Chinese government. This does not represent any great change although the election of the Vice-President was somewhat of a surprise because I believe he was not the official choice of the Kuomintang party. Possibly some significance can be attached to the fact the successor to Chang Chun as Premier, is a man who has not been in the inner circle of the Kuomintang. The strife between the Communists and the Chinese government does not seem to have altered very much in the last few months.

Mr. BEAUDOIN: Would you care to move to Kashmir?

The WITNESS: That problem of course is not by any means solved. The troubles in Kashmir have been before the Security Council and as members of that Council we had to play a part which otherwise we might not have been called upon to play. A United Nations commission has been established. It is, I believe, on the way to Kashmir or is there. It consists of five members and it will attempt to solve an extremely difficult problem. There are two main aspects of this problem. First, the cessation of the violence. There has been, as you know, very serious trouble from raiders on the northwest frontier getting across the border, some according to the Indian government, from Pakistan after the restoration of peace and order, if that can be done, and a solution for the future of Kashmir has to be worked out. The difficulty is that the people are mostly Moslem and the rulers are Hindus, so a free plebiscite might have a result which would not be very popular with the rulers of Kashmir or with India. However, they are in the middle of that problem now and we hope that United Nations, which has done a good deal to prevent this dispute from breaking out into open war, may assist the two governments in finding a solution for it. If the United Nations had not been in being, this dispute might by now have resulted in war.

The VICE-CHAIRMAN: Are there any more questions to be asked of Mr. Pearson?

By Mr. Jaques:

Q. It is true that the Pakistan government or parliament are backing the Arab league?—A. The Pakistan delegate at the United Nations from the first day of the first special assembly has been a very consistent supporter of the Arab case in Palestine.

By Mr. Hackett:

Q. A very able one?—A. A very able one indeed; so able that the Arabs very often allowed him to be their spokesman.

By Mr. Jaques:

Q. That is the official policy of the Pakistan government?—A. It is the official policy of the Pakistan government, undoubtedly, to support the Arab league, in respect of the partition of Palestine.

Q. And actively?—A. Certainly, by word and by vote. But there is no evidence that Pakistan has given any other support to the Arab states in this matter.

Q. Just moral support?—A. Support by a member of the United Nations in respect of the resolutions and recommendations that have been put forward at Lake Success. The Pakistan representative has consistently voted with Arab delegates on these.

By Mr. Harris:

Q. I understood some one wanted to talk about Palestine. Is there anything Mr. Pearson wants to say about that subject?—A. Mr. Chairman, I do not know what the committee would like to hear from me on that subject. I might in a few words explain what the present situation is at Lake Success now. The committee, of course, are familiar with the developments which have led up to that situation and which go back many months.

By Mr. Jaques:

Q. Do you mean Lake Success or Palestine?—A. I mean Lake Success; I am not sure of what is going on in Palestine.

By Mr. Hackett:

Q. Are you in a position to say as a preface whether the carrying of the resolution as proposed by the United Kingdom entailed the withdrawal of the resolution of the United States?—A. Mr. Hackett, that was the point I thought maybe I should touch on. I think it is an important one, and there may be some misunderstanding over that particular situation. As of last Saturday there were two resolutions before the Security Council designed to bring to an end the strife in Palestine: one put forward by the United Kingdom which was a resolution under chapter 6 of the Charter, the mediation chapter, and which required all parties to the dispute to cease fighting. It was not an obligation on the parties in the sense that a resolution under chapter 7 would be, since it would not be followed up by sanctions. It was a resolution of mediation, an attempt to bring to an end by mediation the conflict.

At the same time, there was a United States resolution before the Security Council which was based on chapter 7 of the United Nations Charter. Chapter 7 is the sanctions chapter of the Charter. The resolution was an order to all parties concerned with the situation in Palestine to cease fire and stand still. Any party who disobeyed that order was guilty of a breach of the peace and the necessary action should be taken under chapter 7. That means sanctions; not necessarily military sanctions, but the necessary sanctions whatever they might be.

The United Kingdom resolution does not involve sanctions and was voted upon last Saturday and carried. I think it was carried by a vote of seven to nothing.

By Mr. Jaenicke:

Q. Eight to nothing?—A. Eight to nothing with, I think, three abstentions. That resolution does not necessarily mean that there will be no vote taken on

the United States resolution because I think a time limit has been set for mediation. I am not familiar with exactly what has happened since Saturday afternoon because I plead guilty to having been out of Ottawa for a couple of days. I believe a vote may be taken tomorrow on the United States resolution. Mr. Riddell is here and he knows much more about this than I do. Perhaps he could correct me if I am misleading the committee. If I am right, then a vote may be taken on the United States resolution tomorrow afternoon.

MR. RIDDELL: The vote was taken very late on Saturday afternoon in a rather confused situation. What actually happened was that the United States and the United Kingdom resolutions were voted on as parallel motions. The clause in the United States resolution which called for action under chapter 7 of the Charter was defeated. Apart from that clause the two resolutions were almost parallel. The United States then supported the United Kingdom's resolution and said, at the same time, as Mr. Pearson has suggested, if the action proposed in the United Kingdom resolution were not effective, the United States delegation then reserved the right to re-introduce the resolutions which it had proposed calling upon the use of sanctions for the settlement of the dispute.

THE VICE-CHAIRMAN: The United Kingdom resolution was not a resolution which called for sanctions but the United States resolution was, as I understand the distinction.

By Mr. Jaques:

Q. If the United Kingdom resolution was not effective, was there any time limit suggested by the United States?

MR. RIDDELL: A truce was to come into effect within thirty-six hours of the resolution which brought it to noon today, our time. I do not think the United States said specifically they would re-introduce their resolution after any certain lapse of time.

By Mr. Hackett:

Q. Was it quite clear whether the United States resolution had been voted down or whether it was suspended pending the trial of the resolution of the United Kingdom?

MR. CROLL: It was voted down because Canada voted against it. I know that.

MR. HACKETT: I could not quite make out from the newspaper this morning, exactly what had happened. I understood from the despatch in the *Montreal Gazette* that the United States had not abandoned its position. I do not know how it would reintroduce its resolution once it had been finally defeated in the council.

THE WITNESS: Well, Mr. Chairman, may I ask Mr. Riddell to speak to that?

THE VICE-CHAIRMAN: Certainly.

MR. RIDDELL: Am I in order?

THE VICE-CHAIRMAN: Yes, you are quite in order.

MR. RIDDELL: The Americans pressed their resolution to a vote. There was only one fact in that resolution which differed specifically from the United Kingdom resolution. On the vote on that question the United States resolution was lost.

MR. HACKETT: That is, that the situation in Palestine was not only a threat to the peace but a breach of the peace?

MR. CROLL: No, that is not it.

MR. RIDDELL: That is not exactly quite right as only a part of the United States resolution indicated that the situation in Palestine constituted a threat

to the peace or a breach of the peace and that action should be taken under chapter 7, of the charter. That resolution was defeated. The United States delegation, as I understand it, then said that it would support the United Kingdom resolution which called for mediatory action over the weekend; but that if that resolution eventually proved inadequate it would reserve the right to press again for action under chapter 7, of the charter. I do not think there is anything in the charter or anywhere else in the procedure of the Security Council which would prevent it from doing so.

Mr. JAUQUES: Twenty-six hours is the limit, is it not?

Mr. RIDDELL: Twenty-six hours is the time limit within which the cease-fire order should come into effect.

Mr. JAUQUES: If they did not stop within twenty-six hours.

Mr. RIDDELL: Then the proposal was that they would consider what action it might be necessary to take.

Mr. Low: Now Mr. Chairman, what sanctions could be invoked against the various parties in this case?

The WITNESS: Mr. Chairman, under Chapter 7 of the charter they could take any action which was required; economic sanctions, financial sanctions, diplomatic sanctions (not very impressive) or armed action, if the Security Council so desired.

Mr. Low: And if the Security Council had the means to do it.

The WITNESS: And if the Security Council had the means to do it; but provision is made in the charter for any kind of sanction which the Security Council may decide to vote.

Mr. CROLL: Did they not go further than that; for instance, suppose the United States should decide that the action of the Security Council is not sufficient satisfaction to them, they might take action on their own such as an arms embargo, or refusing to extend credit.

Mr. Low: How, precisely?

Mr. CROLL: Arms—

The VICE-CHAIRMAN: Would you gentlemen talk just a little louder? I do not think the members down at the end of the table can follow all the discussion; perhaps you might speak louder.

Mr. CROLL: That is a form of economic sanction.

The WITNESS: The various measures which may be taken are outlined very clearly in articles 41 and 42.

Mr. Low: I know that, but what I wanted to get was, in the light of the present situation what they might do. Mr. Chairman, in that connection, just what does recognition of a new state mean?

The WITNESS: This is where I really should have legal advice, Mr. Chairman, I am sure some members of the committee know more about it than I do. There are two kinds of recognition; *de facto* recognition and *de jure* recognition. The latter means the recognition of a particular state as a member of the international community with all the rights and privileges and obligations of such membership. Its government is the legitimate government of that territory. *De facto* recognition is recognition of a government as being in active control over a certain piece of territory but not necessarily that it is the legitimate authority in that control.

Mr. CROLL: What does that mean?

The WITNESS: It is the effective authority in the territory for purposes of administration and for other purposes. It is the government which is recognized

because you want to establish relationship with somebody in the territory and it is the only effective authority. That is defacto recognition.

Mr. Low: What type of recognition was given by the United States and by the U.S.S.R.?

The WITNESS: The United States gave defacto recognition. The U.S.S.R. did not specify whether their recognition was defacto or de jure, and I do not quite know which it is.

Mr. HACKETT: Just on that point was there not some conflict between the British and the United States as to whether there was a defacto state which could be recognized.

The WITNESS: Mr. Chairman, the United Kingdom government, as you know had not recognized any authority in Palestine at the moment. No doubt they have reasons. I do not know about that. They have not taken any action, and have indicated they will not take action at the moment.

Mr. Low: Mr. Bevin said that there is not an election in Great Britain until 1950.

Mr. CROLL: The South African government have recognized it defacto. They recognized it today.

Mr. Low: Is that so?

Mr. CROLL: Yes.

Mr. JAUQUES: Would you say that the reason of the United Kingdom would be their undertakings with the Arab league? Would you say that the hesitancy of the United Kingdom to recognize the new Palestine government, even defacto, would be due to their undertakings with the Arab league?

Mr. MACINNIS: I do not think we should ask Mr. Pearson to give reasons why the United Kingdom government did not do something or did something—

Mr. JAUQUES: He need not answer, but I am just asking that.

The WITNESS: I have no comment on the reasons that may have inspired the United Kingdom government. I do not know what they are, and if I did know what they were I do not think it would be appropriate for me to comment on them.

The VICE-CHAIRMAN: I think Mr. Pearson is quite right on that.

Mr. JAUQUES: The reason I asked was because I believe it was stated officially in the press that the reason they gave to the United States was that if Communism was to be stopped then they must preserve their good relations with the Arabs. That was stated in the press on Saturday. That was what prompted my question.

The VICE-CHAIRMAN: I should think that would be something which, if we were to go into it for any distance, ought to be an official statement of the British government rather than to ask any official of the Canadian government for the reasons which prompted the British government to take any particular action.

Mr. HACKETT: It would have to be surmise in any event.

The VICE-CHAIRMAN: I think so.

Mr. CROLL: Have we covered the Indonesian affair? We might as well cover it.

The VICE-CHAIRMAN: I would not like to deny you the privilege of asking that question.

Mr. CROLL: I thought Mr. Pearson would like to cover that, too.

THE WITNESS: The situation there is that the Security Council have sent to Indonesia a Good Offices Committee which was appointed as a result of a Security Council resolution. That committee has had considerable success in Indonesia in bringing to an end the actual fighting between the Indonesians and the Netherlands troops. An arrangement has been reached by which there will be set up a United States of Indonesia, which would include the Republic of Indonesia and other native states; this sovereign state—because it would have sovereignty—would be in association with the Netherlands in a form not very dissimilar to that of the association between the dominions and the United Kingdom in the British Commonwealth. They are in the midst of trying to work out the detailed arrangements for that purpose. It is a pretty difficult process, but agreement has been reached in principle and it is hoped that some time in 1948 there will be established the United States of Indonesia in association with the Crown of the Netherlands, and that this will be a solution for that particular problem in that part of the world.

MR. LOW: I had not quite finished the Palestine matter in my own mind. I do not want to interfere but there is one thing that maybe the members of the committee might be interested to know, and it depends on whether Mr. Pearson would like to say anything about it. What was the truth behind the sudden move of Truman in recognizing—

THE WITNESS: That would be just as embarrassing a question for me as the motives behind the United Kingdom government in not recognizing Israel. I am sure you are even more competent to answer that question than I am.

MR. LOW: You see dozens of different explanations in the press.

THE WITNESS: Well I have seen nothing which would substantiate or otherwise any explanation which you have seen in the press.

MR. JAKES: Has not the Canadian attitude shifted somewhat?

THE VICE-CHAIRMAN: Order, please? Mr. Jakes?

MR. JAKES: Has not our Canadian government's attitude shifted in regard to partition? Are we not backing the British position now where previously we had backed the United States position? Is not that a fair statement?

MR. MACINNIS: It is not a question which should be asked of the under-secretary of state.

MR. JAKES: I think it is perfectly fair.

MR. MACINNIS: Ask Mr. St. Laurent.

MR. JAKES: If Mr. Pearson does not care to answer it I am perfectly agreeable but I think I have the right to ask. I am not now speaking of the British attitude or the American attitude but I am speaking of the Canadian attitude.

THE VICE-CHAIRMAN: I do not think Mr. Pearson ought to be asked any questions which deal with the formulation of government policy because after all that must be taken at other levels. If Mr. Pearson cares to say something with respect to what the policy is, that might be quite proper.

MR. JAKES: I am not asking what it might be, I am merely asking if it is not a fact that the Canadian government attitude has already altered.

MR. HACKETT: Possibly we could agree that there have been some unexpected findings by the General Assembly and by the Security Council as to functions and duties in this vexing situation.

THE WITNESS: I cannot of course say anything in regard to the consistency or the inconsistency of government policy on any matter. As I understand it the policy of the government as announced last year—and this is quite public—was to support the partition of Palestine so that there would be a Jewish state and an Arab state with economic unity and free communication—partition, with econ-

omic unity. So far as I know from the study of the documents put before me there is no change in that policy of supporting in principle partition and economic unity as the least undesirable of all solutions that have been put forward for this Palestine problem.

Mr. JAKES: That was reversed by the United States and how would that effect our original suggestions?

Mr. HARRIS: What is that question?

Mr. BEAUDOIN: I wonder if Mr. Jaques would not speak up a little? It must be very interesting up there.

By Mr. Jaques:

Q. My question was whether Mr. Truman's reversal of his partition policy would not automatically reverse our own position?

A. I think the American policy was in favour of partition when I was at the United Nations a year ago. Then as a result of certain developments—and Mr. Hackett has spoken about some unforeseen developments which possibly had not been taken sufficiently into account of a year ago—the United States later produced a scheme of trusteeship as a possible solution, but they did not press that, if I am right, to a decision; there was not sufficient support for trusteeship. They abandoned the trusteeship idea and returned to the original idea of partition. The best evidence of this return is, no doubt, their recognition of Jewish state.

Q. That recognition would involve the policy of partition?—A. I would think that it means that the United States is still in favour of partition into Jewish and Arab states.

Q. That is a reverse again?

The VICE-CHAIRMAN: Gentlemen, I think we are very close to the line where we should be making our inquiries of those who have government policy in the making. I would be rather inclined to think Mr. Pearson is not the person to ask further questions in respect to that delicate line; I think the answer should come from the parliamentary assistant or the minister himself.

Mr. HARRIS: Oh, no.

The VICE-CHAIRMAN: I was going to proceed to say that the minister will be before the committee at a later date, and I think Mr. Jaques will perhaps have many more questions before that time; and I suggest that he postpone those questions until then.

Mr. JAKES: They will be all settled by then.

The VICE-CHAIRMAN: Now gentlemen, is there anything else that you wish to ask Mr. Pearson? We are close to our time of adjournment. If not, may I express on behalf of the committee our appreciation for the very valuable contribution made by the Under Secretary of State of External Affairs. He has been most lucid in his explanations, more than that he has been very generous in his answering of the various questions put to him. I would like on behalf of the committee to extend to him our thanks for the very able manner in which he has handled this matter.

The committee adjourned.

SESSION 1947-1948

HOUSE OF COMMONS

STANDING COMMITTEE

ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 4

WEDNESDAY, MAY 26, 1948

WITNESSES:

Mr. W. D. Matthews, Assistant Under Secretary of State for External Affairs (Administration);

Mr. Lester B. Pearson, Under Secretary of State for External Affairs;

Mr. T. W. L. MacDermot, Chief of the Personnel Division.

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MINUTES OF PROCEEDINGS

WEDNESDAY, May 26, 1948.

The Standing Committee on External Affairs met at 8 o'clock this evening. Mr. G. Gordon, the Vice-Chairman, presided.

Members present: Messrs. Baker, Beaudoin, Dickey, Fleming, Gauthier (*Portneuf*), Graydon, Hackett, Jackman, Jaenicke, Jaques, Knowles, Lapointe, Low, MacInnis, Marquis, Picard, Pinard, Raymond (*Beauharnois-Laprairie*) and Winkler.

In attendance: Messrs. L. B. Pearson, W. D. Matthews, T. W. L. MacDermot, Chief of the Personnel Division, S. D. Hemsley and Mr. Wright.

The Committee resumed its consideration of the estimates referred: Votes 53 and 54.

Mr. Matthews was called. He made a general introductory statement on the departmental main and supplementary estimates. He tabled for distribution copies of a comparative analysis of estimates for the years 1947-48, 1948-49 and was questioned thereon.

Mr. MacDermot was then called and examined on personnel matters. In answer to Messrs. Hackett, Fleming and MacInnis, the witness stated that there were 203 permanent and 680 temporary employees; 190 are in the officer group and 865 in the non-officer group.

Mr. Pearson was interrogated on Vote 53—Passport Administration.

Messrs. Pearson and Matthews supplied information on Vote 54: Representation abroad.

Votes 53 and 54 were also allowed to stand.

At 10.30, on motion of Mr. Gauthier, the Committee adjourned until Monday next, May 31, at 8.30 in the evening.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 26, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Vice-Chairman, Mr. Gordon Graydon, presided.

The VICE-CHAIRMAN: Gentlemen, just as I call you to order may I depart from the business of the committee for just one moment to say that I am sure that all of us who are sitting in this committee and who regard our friend, Mr. Hackett, so highly, will want to share a little in his happiness, on this occasion. He has just returned from McGill University where his only two boys graduated together today. I am quite sure that you want me to make some mention of that because John feels very happy and I am sure we all feel very happy with him.

Some Hon. MEMBERS: Hear, hear.

Mr. HACKETT: Thank you very much.

The VICE-CHAIRMAN: Tonight we are going to be favoured with a short analysis of the administration end of the various branches of the Department of External Affairs. Perhaps we might pass on from the departmental administration, vote 52, with the understanding that it stand. Let us take vote 53, which is nominally the passport office administration, and let us call Mr. Matthews, who is the assistant under-secretary of state for External Affairs. I understand he has come prepared to say something with respect to the administration end of the various branches with which we will be dealing. He will relate something in connection with the expenditures of each of these branches. Following that discussion we could go back to the passport administration question after the general discussion has taken place.

Mr. W. D. Matthews, Assistant Under-Secretary of State for External Affairs, called:

The WITNESS: Mr. Chairman, we have had prepared some statements similar to those we passed out to the members of the committee last year, giving the figures of the 1947-48 main estimates, the figures of the 1947-48 funds available, including supplementary estimates, and in the details, including the transfers between allotments. The 1947-48 expenditures are still subject to minor adjustments as our treasury office has not yet completely closed its books. If I could have these statements passed around I think the members may find them of interest.

The main expenses of the administration of the department are met out of two funds; the vote for the departmental administration and the vote for representation abroad. Members will notice from these tables that the estimates for the coming year are up quite substantially for both of these votes. That arises very largely from the increase in the number of missions that Mr. Pearson mentioned some evenings ago. The number of missions named in the estimates for the past year was 25. The number named for the coming year is 37. Those 12 additional offices were opened throughout the past year, so that in no case was a full year's expenditure incurred. During the coming year there will be the full

expenditure for these extra 12 missions. In addition, during the coming year, as has already been mentioned, there will be new consulates opened in Detroit, San Francisco, Boston, and probably one at some west coast point. In making our estimates it is necessary to provide against the eventuality of other posts becoming essential. The greatest increase is in the pay list items. The staff has increased from the figures as of April 1, 1947, of 862, of whom 401 were abroad and 461 in Ottawa, to a total staff at April 1, 1948, of 1,049, of whom 531 were abroad and 518 in Ottawa. It can be seen from that that an increase in missions also involves an increase in the staff and the work of the department in Ottawa. As well as the increased number in staff there are two other factors that have given rise to increasing costs. One factor is the general salary revision that has taken place throughout the whole civil service. Another factor is the continued increase in costs of living at almost all of our posts abroad. An indication of the extent of that increase was obtained at the time we were preparing our estimates. At that time the Dominion Bureau of Statistics were receiving reports of costs from all our posts abroad, and they advised us on the basis of that data that we should figure on a requirement of 15 per cent increase in our allowance rates abroad. That was borne out in their final figures, because when the final figures came out two indexes went down. Several indexes stayed approximately the same, but the balance all went up. So, you have the increased costs for any given service together with an increased number of posts. These two factors combined have resulted in a fairly substantial increase in our anticipated expenditure. The comparative figures are as follows:

The estimates including supplementaries for 1947-48 for departmental administration were \$1,629,604, of which we spent \$1,589,561. Our estimates for the present year, 1948-49 are \$1,915,860. For "representation abroad" our estimates for the past year were \$4,008,108. We spent \$3,523,000, and our estimates for the next year are \$5,083,082. That figure of expenditures is slightly different from what is given in the table. This was discussed with our treasury officer today and I find that in the process of completing our accounts for the fiscal year these figures have been amended. However, I think the \$3,523,000 will be right within a very small margin as almost all adjustments have now been made.

By Mr. Jackman:

Q. For the purpose of ascertaining some information and to give Mr. Matthews a rest, may I ask him if there is any standard by which we could measure the amount of money and the amount of personnel which is divided between home service and foreign service? For instance, if you take the British or American service is it about 50-50 as it seems to have been running in Canada in the last few years? Last year we had 401 personnel abroad and 461 in Ottawa and this year we have 531 abroad and 518 in Ottawa. Once the service gets stabilized—if I may put it that way—and becomes matured, will there be any standard as to how much personnel there will be and how much of it will be put on foreign duty?—A. I do not know of any standard, and I have never gone over the figures of other foreign services in that regard. I should think that as the service expands, the proportion at home would decrease slightly, as you notice it has. The increase at home during the past year has not been as great in proportion as the increase abroad because a lot of work, for instance, which is prepared in the Information Division, is of use in all offices abroad. Therefore, I think if we should expand the number of offices, the increase in total staff at home would be in a smaller proportion than the increase in the staff abroad.

The VICE-CHAIRMAN: You have not made any reference to the question of supplementaries for this year. I suppose you would have no idea what would be required?

The WITNESS: No. We will probably be called upon in two or three weeks to prepare supplementaries. Undoubtedly there will be some items, but we have not yet done the preliminary work.

By Mr. Fleming:

Q. You mentioned allowances. How are those calculated?—A. For all posts where it can be done the Dominion Bureau of Statistics establishes an index of the cost of living for officers serving at those posts. That is based on a very extensive questionnaire which is sent to each post and which is returned from each post. On the basis of that information there is established an index number, and depending upon what that index number is, the amount of the allowance for each rank of officer at the posts is determined. There is a review made at least once a year to take care of changes in costs at the various posts during that time. If costs rise very quickly, the head of the post can ask for supplementary questionnaires to be considered by the Dominion Bureau of Statistics. Actually, we had no such supplementary questionnaires submitted last year. There are some posts where the conditions are still so chaotic that they have not been able to establish allowances on that basis, and the normal practice there is to provide for board and lodging rather than allowances. For instance, in China you cannot possibly provide an allowance. Some services who have tried to do so have had to adjust their allowances monthly.

Q. Is the allowance calculated on a percentage of salaries? Is there an attempt to equalize the amount paid to employees regardless of the salaries in the various classifications?—A. No, it varies according to the grade of the officer. A person who is a foreign service officer grade 1, who is normally a third secretary, receives a smaller allowance than the first secretary because the first secretary is expected to do a good deal more representational work than a third secretary. Therefore, it varies according to the grade.

There are several factors which should be considered when comparing the actual expenditures of 1947-1948 with the estimates for the coming year. One is that the expenditures in representation abroad are probably understated by about \$150,000. At the request of the Auditor General we had our missions abroad close their accounts for the expenditures for the past fiscal year about the middle of March.

Our accounts have to come in from all over the world, and be processed by our treasury officer. As a result, they were always amongst the last to be available to the Auditor General for the preparation of his annual report. As he wanted to get that report submitted to parliament at an earlier date, he asked us to arrange to cut off our March accounts about March 20.

In previous years, we had actually held March accounts open until April so we could charge to the old year's expenditures payments for services rendered during March. The March accounts which were received and payable early in April were charged to March. So, for expenditures incurred by our missions abroad, 1947-48 includes eleven months rather than twelve. There are several other factors which make it necessary to have what might be called a working capital fund. We are trying, in co-operation with our treasury office, to reduce the need of that fund. All travel advances and other advances outstanding at the end of the year are charged against the funds available in the old year even though a fairly substantial portion of that advance may eventually be refunded. In the same way, all bank balances held by our missions at the year end are charged against the old year's funds. Only as amounts are transferred to the new year are they charged against the new year's fund and credited back to the old year. The same is true of expenditures incurred for other departments.

Other departments may have expenditures in a country and no mission there. We make disbursements for them and collect when the accounts from our missions are received in Ottawa.

There are some peculiar types of cases which arise from the nature of our business. Last year, we had an arrangement whereby we received from the Polish foreign office zlotys, their currency, and repaid the equivalent to the Polish mission in Ottawa at the rate of one cent a zloty, on an interim settlement basis. Final settlement was to be made when a final rate of exchange was established for the zloty. Last December, a rate of $\frac{1}{4}$ cent rather than 1 cent was established and as a result, we had a credit at the end of the year of \$18,000 which had been charged against our old year's fund. But, that is finally credited into the old year and charged against the new. We will continue to draw zlotys without repayment until that credit is used up.

The total amount of these charges against the working capital fund at the end of the last fiscal year was something over \$450,000 according to the report we received from our treasury office. All our funds were tied up and we had great difficulty in affecting payment at the end of the year. When we get all these credits back, you will notice we have about \$475,000 free money. So, for that reason, even though our estimate for the coming year is \$5,083,000, there is no possibility of our expending that amount. To the extent we need this working capital fund our expenditures cannot come up to that and a certain amount of that will be transferred and charged against 1949-50. Both these factors should be taken into account when comparing the actual expenditures of 1947-48 with the estimated expenditures of 1948-49.

There is one other safety factor which we have to provide.

By Mr. Hackett:

Q. Just a moment; you say there is no possibility of spending the \$5,083,000—is that the figure you have mentioned?—A. Yes, that is the figure.

Q. Well, according to your outline, by how much do you consider this \$5,083,000 exceeds the likely expenditures?—A. Last year the amount we had tied up which we could not touch at the end of the year and which was credited back before the goods were closed was very nearly half a million dollars. We are now trying to work out with our treasury officers some way by which such a large proportion of our fund will not be tied up. I do not know to what extent we can reduce it, but I hope we can reduce it to about a quarter of a million dollars. I do not think we can get it much below that. We have to have bank balances outstanding at the end of the year.

By Mr. Jackman:

Q. These unexpended balances are lost to the department?—A. They are lost to the department. They lapse, but the balances which are carried forward are charged against the new year's allotment.

By Mr. Fleming:

Q. There is no possibility of your having available for the current year more than the sum voted by parliament?—A. No, they are very careful about that.

As I was saying, it is necessary to have another safety factor to be on the generous side rather than the stingy side in preparing our estimates. We have to estimate, in November, for expenditures which will be incurred over a period ending a year from the following March. We have to make sure we have enough funds to pay salaries to our staff all around the world in March, irrespective of the changes there may be in exchange rates or in cost of living in all

those countries. At times, the unforeseen changes will offset each other. However, we have to make sure they do not offset each other we at least have a margin to protect our March payroll.

An indication of that can be seen in what has happened since last November when we prepared our estimates. At the time we prepared those estimates we were paying 1 cent for each French franc and now we are paying $\frac{1}{3}$ of a cent. At the time we prepared those estimates, we were paying $8\frac{1}{2}$ cents for each rouble and now we are paying 12 cents for each rouble. Those two will offset each other, but we never know what is going to happen in such things as exchange rates and cost of living fifteen months from the time we are preparing our estimates. Therefore, we have to err on the generous side in case on balance such charges are against us if we are to be able to continue operations at the end of the year.

By Mr. Hackett:

Q. Purely to satisfy a vulgar curiosity, how do you arrive at a figure? Do you put on a given percentage? Do you add a given percentage after you have arrived at the best figure possible? Do you add 10 per cent or something like that?—A. No, we go down the various items. Your first item is your salaries. We know what the complement of staff of a mission should be. Undoubtedly at periods during the year a good many missions may be short one or two from their complement, but we provide for the salaries for the full complement. That gives you a little leeway there. We also provide for the allowances for the full complement. Then when we get to the final item in the list for all of our missions, which is sundries, we again err on the generous side. We have not done it by just allowing a flat percentage.

Q. Are salaries paid in the coin of the land to which the representative goes?

—A. For Canadian staff posted in any country with which there are normal banking relations we deposit their salary cheque in Canada and let them have their bank transfer their funds to them as they need them. In some countries where normal banking channels are not available we permit our staff to draw from mission funds and reimburse by cheque in favour of the receiver general. Their salary is deposited in Canada, but they draw in currency of the country to which they are posted.

Q. That means that the representative in France where he had \$1,000 would get more in that country, and where the man in India was getting \$1,200 he is now getting \$800?—A. No, actually when the rate of exchange varied so sharply in France we cut allowances. The other country I mentioned was Russia where we adopted an unusual procedure that only applies in Moscow at the time the mission was first opened. It is a procedure that had been established there by various other missions. Up to a maximum set by the department we let those people draw their requirements in roubles at a guaranteed rate of exchange, so actually the cost of roubles for our staff up to that set maximum, which is meant to meet their essential living requirements, did not vary. The Department bore the loss, the amount of which is charged to the vote for loss of exchange.

By Mr. Fleming:

Q. So far as the department is concerned all allowances and salaries are paid in Canadian funds?—A. Yes, but, of course, one of the factors in determining your index of living is the exchange rate between the currency of the country where a member of the staff is posted and the Canadian dollar.

Q. That would apply only to allowances; the salary is fixed?—A. Your salary stays, but your allowance is determined by weighting 70 per cent of your salary plus the basic allowance on the assumption that 30 per cent is normally

spent in Canada for purchasing food here, clothing here, insurance premiums, and so on. Seventy per cent is spent at the post. So if the exchange rate moves against a person there is an adjustment in regard to 70 per cent of his salary.

Q. He takes his own risk as to the 30 per cent?—A. Yes; as to the other 30 per cent we assume that is approximately the amount the average man will spend in Canada for insurance, clothing, education of children, and all the various items for which a Canadian abroad will still be spending money in Canada.

By Mr. Picard:

Q. Have you ever considered sending abroad Canadian dollars in a diplomatic pouch?—A. No, we have never done that.

Q. I am told that the South American republics in Paris pay all their staffs in American dollars sent from their own governments.

Mr. HACKETT: You might send a few cigarettes, too.

Mr. JACKMAN: And they exchange it on the black market, I suppose.

Mr. PICARD: I do not know, but I know it was done in Paris in 1936, but we do not do it?

The WITNESS: No.

By Mr. Jackman:

Q. Mr. Matthews, in regard to salaries and expenses of maintaining embassies abroad do we have to purchase very much American currency, convert our funds into American currency before they are converted into the foreign currency?—A. We actually do all our transactions through the Bank of Canada, but except for countries in the sterling area I understand the Bank of Canada has to give United States dollars to obtain foreign currencies of the countries. We usually will buy pesos, or whatever currency is required, direct from the Bank of Canada, but I believe they have to purchase those in exchange for United States dollars. In some countries we do establish a United States dollar credit. In some places that is better, and then the chief of the mission will, through the local banking channels, convert into the local currency. We do that particularly in cases where we are nervous about the exchange rate of a particular country. It is away better to have your balance on hand in American dollars than in some doubtful currency.

Q. What I want to find out is whether or not the maintenance of our external affairs representation abroad is costing Canada a goodly sum, let us say \$4,000,000 or \$5,000,000 in American currency, which is very scarce?—A. No.

Mr. HACKETT: 70 per cent.

The WITNESS: First of all you deduct the amount spent on high commissioners' offices which for the coming year is estimated to be \$899,650. You would also have to deduct a substantial proportion of your total pay list items. As I said we figure about 70 per cent of the salaries and allowances are spent abroad. A very substantial proportion of the total vote for representation abroad consists of salary and allowances, and 30 per cent of that salary and allowance provision would be spent here.

By Mr. Hackett:

Q. Then there is the sterling area?—A. Or in the sterling area, yes. Then a very large amount of our expenditures on behalf of missions are purchased in Canada, items that are shipped to these missions. These purchases for the missions are charged against the vote for representation abroad. I have not got the exact proportion of the total expenses of a mission that are incurred in the country, but it certainly would not be, once you take out salaries and purchases

here, over 40 per cent of the appropriation for missions that would normally be spent in the country. Certainly to the extent you have expenses in the country, and it is a hard currency country, it does cost us hard currency.

By Mr. Jackman:

Q. As an offsetting item, however, all the money spent by the American embassy is hard currency coming into Canada and very welcome on that account. How does it work in the case of the Argentine? Does that bring in American currency or Argentine pesos?—A. I understand that the Foreign Exchange Control Board only deals in two foreign currencies, sterling and United States dollars, so that for payments from hard currency countries to Canada settlement is made in United States dollars.

Q. You would not like to wager a guess on whether or not the Department of External Affairs is a producer of hard currency, or a loser?—A. No, I would not want to wager a guess on that. Certainly, as Mr. Pearson was pointing out the other night, there are some 200 foreign consulates in Canada compared to our total of 37 missions abroad. That is 200 consulates plus more diplomatic missions in Canada than we have abroad, and the chances are that their expenditures here would be greater than ours abroad.

Q. One reason I ask the question is I understand Australia, for instance, has curtailed their diplomatic representation abroad by reason of the shortage of American currency, and I think I heard one of the South American countries had drastically reduced its minor officials abroad because of the scarcity of United States funds?—A. Well, I am afraid I have no accurate figures as to what others spend here. I cannot give you that.

MR. MARQUIS: What is the meaning of these letters over here on these last three pages?

THE WITNESS: I was going to come to that to explain the different setup in our accounts for the current year. As has been pointed out, when you come to the total expenditures in the various missions abroad, shown on the last few pages of this mimeographed material I have given to you, you will find two separate figures opposite each mission; one is for operating expenses and the other is for capital expenses. In previous years, when we set up our estimates and also our reports to this committee we had included one item for each mission. In that item we included a certain number of purchases of non-consumable items. We had a separate allotment under the heading of "To build, furnish and equip premises," against which we charged capital expenditure of a major nature. In discussion with our treasury officials we came to the conclusion that a distorted picture was given if capital items were included in the annual expenses of any mission, because one year expenditures might be away up and the next year would be back to normal. Therefore the comparison from year to year would mean nothing. We also decided it was not desirable to lump all capital expenditures in the single item of "To build, purchase, furnish and equip." We consider that they should be divided between the individual offices. So in our estimates for this year, and also in the figures you will find for each mission in the tables I have given to you the anticipated capital expenditures and the anticipated operating expenditures are separated.

By Mr. Fleming:

Q. Does the breakdown on the last page relate to the breakdown as between operation and capital expenditures?—A. The item "To build, purchase, furnish and equip" covers two separate things. In building up the amount of capital expenditures at a given office we went over the items of expenditure that, in November, appeared to us to be fairly certain to be incurred in respect to that office during the fiscal year starting on next April 1. We knew that we could not anticipate everything of that kind, so an additional sum was put into the allot-

ment you mention. As this is expended it will be transferred to the individual mission account and at the end of next year will be reported as an expenditure of the mission. But that is the amount that we estimated would be needed to meet the expenditures which we could not with any certainty forecast last November.

Q. You do not seem to have here anywhere a total of capital expenditures and a total of operational expenditures, and I was wondering if the third sheet gave us a lead on that?—A. I am afraid I haven't with me a total of the expenditures incurred during the last year. You will see in the printed estimates that the capital items included in the estimates for all the various Canadian missions for the current year totalled \$629,000. I am afraid I haven't got the total of the actual expenditures on capital account.

Q. And the operations total? If you haven't got it with you at the moment perhaps you could give it to us at another meeting.—A. Yes.

Q. I was just wondering how this looks in total, the figure on these last three pages.—A. I can easily have those added, both of them—expenditures during the last year and the estimates for the next year.

By Mr. Hackett:

Q. I notice, for instance, on the first of the three last pages that we have an estimated capital expenditure in the United Kingdom of \$185,000 as compared with \$19,000 in France and \$34,500 in the United States. Are we purchasing a building?—A. Yes. We just recently have bought a residence for the high commissioner in London. This provides not only for the purchase of that building but certain repairs and alterations that are necessary and also for the furnishings, all of which we hope to have completed during the current fiscal year.

Q. Could you tell us where it is?—A. Yes, 12 Upper Brook Street.

Mr. FLEMING: I see the expenditure in the United States on capital account is \$348,723.69. Would that cover anything more than the new residence?

The WITNESS: The price of the new residence was \$300,000; and with adjustments on closing and conversion from U.S. funds, the cost came to \$304,000. We had another item, that was converting certain portions of the old residence to offices—we had to remove bathrooms, a kitchen, and a pantry and turn that space into offices. That cost \$20,000. Also in Washington last year we installed air-conditioning units in the chancellery.

Mr. HACKETT: The cost of conversion was, what?

The WITNESS: \$20,000 was the cost of conversion.

Mr. HACKETT: I mean, the cost of the conversion of the currency.

Mr. FLEMING: We are dealing with the capital expenditure.

Mr. HACKETT: I understand that. I was wondering could that have been included.

The WITNESS: It is included in the purchase price—the total expenditures also include the alterations in the chancellery to make certain rooms suitable for office purposes, also the air conditioning.

Mr. Low: And the exchange was included?

The WITNESS: Yes, that was included.

Mr. KNOWLES: That is a big advantage.

Mr. FLEMING: The figure you gave was \$24,000?

The WITNESS: No, it is \$304,000. \$20,000 is the renovation and \$10,000 is air conditioning; and there are various sundry items—the purchase of a refrigerator, lamps, shades, rugs, etc.

Mr. FLEMING: And that came to \$24,500—is that it?

THE WITNESS: That is the estimate of capital expenses in 1948/49. We did not complete the air conditioning so there is still some air conditioning to be done this year. There is also a certain amount of furnishings to be paid for costing about \$8,000—some old furnishings and curtains and draperies did not suit the new building and we have to replace those. One fact that is interesting is that the rental payments that we were able to drop as a result of owning your own building were \$23,000. As well as that saving of \$23,000—you have a further saving in that you have common services for all Canadian government offices; such as a switchboard, and one set of messengers. There is a saving of somewhere about \$27,000 to \$30,000 a year on account of owning this year as opposed to having to rent in the past.

By Mr. Hackett:

Q. Is there any reduction in staff?—**A.** Undoubtedly, if the Canadian officers were spread around the city you would need a larger messenger staff; there are also savings in other groups as a result of sharing services.

MR. JACKMAN: Other things being equal, the staff was reduced?

THE WITNESS: Yes.

By Mr. Fleming:

Q. You are not contemplating during the year purchasing the property alongside the residence of the embassy, are you?—**A.** No, I have not heard any suggestion of that.

Q. There was some talk of that. There was a vacant lot to the north of the residence, and there was some talk of purchasing that to protect the investment in the property?—**A.** I have not heard of that.

Q. It is not provided for?—**A.** No.

By Mr. Jaques:

Q. With regard to the residence in Washington, is that the one we discussed last year?—**A.** Yes, that is the one that was discussed last year. Actually the deal was not closed until sometime in the early fall.

I think, Mr. Chairman, while we are on the point of purchases I might mention the general approach of the department with regard to the acquisition of properties as opposed to the leasing of them. As a general thing we consider it would be desirable to own rather than to lease premises, for two reasons: one is the one that I mentioned before, that there is no tax obligation upon you if you own the property while there is a tax included in the rental if you rent a property; the second is that if you rent you do have from time to time to move from one premises to another, and that is always a very expensive proceeding, quite apart from it being a very disturbing one to the persons at the post at the time. There always will be an expenditure of probably \$10,000 or more when moving, by the time you have adjusted your curtains and drapes and furniture and such things to suit the new building.

From a purely financial point of view it undoubtedly is desirable over a period of time to own your building. There are limiting factors. The first is that if there is any acceptable alternative. We would not consider the purchase of a building where the purchase of the building involves the expenditure of United States dollars. The second limiting factor is the need of supervising very carefully any acquisitions of premises. It does leave open two areas within which we can consider the purchase of suitable premises as they become available. The first is obviously in the sterling area, and as we have already mentioned we are going ahead with a purchase in London now; the second is that we are now exploring the possibility of making use of certain credits as the result of wartime or post-wartime operations that have accrued to Canada from

various countries in the world. It seems probable that in certain of these countries debts owing to Canada cannot for a considerable time be paid in hard currency or in any currency other than the one that can only be spent internally within the debtor country. Where that is the case we are exploring the possibility of accepting in partial payment of those obligations premises bought in the currency of that country.

Mr. FLEMING: Paid for?

The WITNESS: Yes. We have not yet got further than the exploratory stage on that; but, as there would be no foreign exchange costs, it would result in the advantage of owning as opposed to renting. In most of those countries the currency for the rental is costing us hard currency at the moment.

By the Vice-Chairman:

Q. Would not there be another factor involved as well, and that is the time of purchase and the level of prices at the particular time when the purchase was contemplated?—A. We do not feel that just because a premises is going to be paid for in this manner rather than in cash that we should pay anything more than a reasonable price or buy any premises that is more than reasonable for our needs in that post. We will still consider the prices as we would if we were paying out new money for it.

By Mr. Hackett:

Q. Mr. Matthews, there seems to be a little misunderstanding among my friends here. Is there included in the price that was paid for the Canadian residence in Washington any exchange?—A. Yes, the cost price was \$300,000 United States funds, that costs one-half of one per cent in addition, or \$301,500 in Canadian dollars.

Q. That is not what I was speaking of; that is simply a service charge. Our supply of American dollars is low, and we arranged the other day for a loan in the United States—I think Mr. Abbott said it was around \$150,000,000—

Mr. MARQUIS: \$80,000,000.

Mr. HACKETT: \$80,000,000? If we had to pay that back tomorrow we would probably have to buy United States dollars in the open market and they would cost us possibly somewhere between 7 and 10 cents of a premium; I am asking if there is anything which would represent that exchange cost included in the price?—A. No. There is only one other general matter which I would like to mention and that is certain items which appeared in the Auditor General's report last year. There were comments on two items, the first of which I will mention is removal expense claims which he pointed out had not been cleared with the Treasury Board. What I particularly want to bring up is that certain people gathered the impression that the reason why those were not approved was that our officers abroad had not submitted an accounting for advances. That is definitely not the case; I want to explain the circumstances that gave rise to the comment of the Auditor General.

Mr. FLEMING: For our information what was the comment of the Auditor-General? Will you read it?

The WITNESS: Yes. It is item 64, and reads as follows:

64. Regulations governing the payment of removal expenses stipulate that Treasury Board approval be obtained before payment is made. General practice is to make accountable advances to individuals to cover the estimated cost of removal, and to require the subsequent submission of accounts to Treasury Board before clearing advances. Accounts for removal expenses totalling \$180,841.44, incurred prior to March 31, 1947,

by this department's officials, had not been approved by Treasury Board as at the fiscal year-end, although outlays involved had been applied to liquidate accountable advances. Of the total, \$23,709.79 is related to 1944-45, \$62,729.37 to 1945-46 and \$94,402.28 to 1946-47. During the period April 1, 1947, to September 30, 1947, amounts totalling \$29,247.65 were approved by Treasury Board, leaving a balance unapproved of \$151,593.79 at that date.

I should like to explain to the members of the committee exactly what happens when a person is moved, say, from Ottawa to Prague. Expenditures for transportation are incurred by the department in Ottawa and are paid by the department. Instructions will be sent to London, to Paris, and to Prague to incur certain other expenditures in order to look after hotel reservations for the person on his way through. To meet the out-of-pocket disbursements en route, an advance will be given to the individual. After the trip is over the accounting section in Ottawa will have to gather together all items in the accounts from London, Paris and Prague or expenses in connection with that journey. They will have to get the statement of disbursements from the traveller, and if the trip had started, say from South America and the person was to report to Ottawa en route, there would be expenses from other missions as well. All these vouchers have to be gathered together and a submission prepared by the department. That submission goes to the treasury office who check it for mathematical accuracy, and under the procedure that was in effect at the time the accounts referred to arose, the submission goes to the treasury board for final approval. In the immediate post-war period the number of missions was expanding tremendously. As a result the number of removals was expanding tremendously. We were not able nor was our treasury office—to expand our accounting staff to keep up with the increase of work until the time when we began to get people as they were discharged from the army. As a result the preparation of these claims for submission to the treasury board did get into arrears. I want to point out, as I did before, that it was not a delay on the part of the travellers. At the end of the last fiscal year the number of claims that had not been processed and prepared in the department was 254. Those are the claims referred to in the Auditor General's report.

By Mr. Fleming:

Q. How many do you get in a year, so we can get the significance of that figure 254?—A. The number outstanding at the end of this year was 78.

Q. I mean the number you had in any twelve-month period?—A. That would be slightly more than one year's claims. The amount that we have outstanding now, 78, is really a minimum. Therefore, while the department had let an accumulation develop a year ago, at the moment we are completely up to date. I think there were something over 200 removal cases last year. The other comment of the Auditor General was as follows:

"A Treasury Board Minute of May 2, 1946, approved purchase of automobiles, household appliances, foodstuffs, etc., on behalf of heads of missions and staffs of Canadian officers abroad, chargeable to the appropriation of the office to which the individual was attached, and subject to recovery from the person concerned. Some advances have remained outstanding for considerable periods. At the fiscal year-end \$11,206.14 was outstanding."

The reason why we had to make these purchases for people abroad was that in the early period after the war, as you all know, the question of supply was really a difficult one. For a good many of those items you had to obtain permits and authorities. Also, shipping was subject to permits and application had to be made for shipping. If the individual happened to be in Australia he could not arrange to have purchased and shipped to him various items from

Canada. We therefore took over the purchasing and shipping, paid for the items and then had to bill the individual. I am glad to say that we have now at least got out of that business. We advised all of our people last November that that was to end. The same situation of shortage of staff in our treasury and in our departmental accounts section did mean that we were probably, in some cases, rather slow in billing for these items, but I am glad to say that of the \$11,206 that was referred to in the Auditor General's report, there is now \$34.81 outstanding, and that is in three small items. There again we feel we are reasonably on top of the problem.

By the Vice-Chairman:

Q. Does that conclude all the observations of the Auditor General as it affects the department?—A. Yes.

By Mr. Winkler:

Q. What is the attitude of the department towards the furnishings and equipment for the various establishments? Are they bought on the spot?—A. Yes, there again we are trying to purchase our own. In the normal mission we provide only the furnishings and equipment for the office premises and for the residence of the chief of mission. The junior officers have to provide for their quarters out of their own salary and allowances. There are some places where we have to provide for all of the furnishings. For instance, in Moscow everybody lives in what you might call a compound, and we have to furnish both the main residence and the various subsidiary ones.

Mr. PINARD: Is that because they expect us to follow their policy over there of everybody being in the same room?

The VICE-CHAIRMAN: I take it that concludes your general observation with respect to the administration end of the Department of External Affairs. Now, before Mr. Matthews leaves this and before we commence discussing passport office and then representation abroad, perhaps members might like to ask him some other questions?

By Mr. Fleming:

Q. What is the position with regard to all these details that appear on the pages following page 1? Page 1 is really just a reproduction of page 9 of the estimates for the year. About these other items, will Mr. Matthews be supplying the answers to any questions we may have on them?—A. Pages 1, 2, and 3 are the particulars of the different votes. The members of the committee will see that in the middle of page 2 there is a break between the items asked for in the estimates for the year ending 1949, and the estimates included in the old year but not in the new. Those items not included in the new are, I think without exception grants to international organizations. We cannot submit our estimates for our obligation to an organization of which we are a member, until we receive our assessment from that organization for the year.

By Mr. Low:

Q. Have you terminated their requests?—A. I think the only one that is now being repeated is the first one, the grant to the International Red Cross Committee. It is not a question of membership there. During the war when the International Red Cross were looking after all of our prisoners a grant was made to assist them. Last year they were still in the process of winding up certain of their wartime activities on our behalf so a reduced grant of \$20,000 was given, but as that work was completed, no grant is to be given this year. So far as I know the other contributions to organizations will be repeated.

Q. I was thinking about our approach to the succeeding pages. I presume we will want to go over these and perhaps ask questions about succeeding items. Is it your thought we should proceed with that now while we have Mr. Matthews here, or should that be left until we come to those items in turn?—A. I think, Mr. Chairman, if there are any questions if they could be asked now, I shall not guarantee to have all the facts available this evening, but it would at least give me a warning to get them for the next meeting of the committee.

By Mr. Jaenicke:

Q. Where do we find the contributions to IRO in the printed estimates?—A. In the printed estimates the contribution last year is at page 10 of the blue book. The appropriation is not repeated for 1948-1949. There is an item of \$5,507,000 under "demobilization and reconversion". The bulk of that was a grant to the IRO. Actually the assessment for IRO is not in yet, I think, so there is nothing included in the current year.

Q. What does that all consist of?—A. That is a straight contribution to the organization towards its budget, a contribution of the Canadian share.

Q. What is their budget, do you know? Have you got that?—A. I am afraid we will have to bring that figure to a subsequent meeting. I have not got it here.

Q. I assume it consists of transportation and things like that?—A. Mr. Pearson could describe better than I can the actual operations of IRO.

Q. I did not want that. I just wanted an idea.

Mr. FLEMING: Are you going to call this item by item?

The VICE-CHAIRMAN: I think we had better deal with this as a whole because it all deals with expenditures of the administration. Where there is a question of policy, we had better wait until we come to the individual item.

Mr. FLEMING: I was going to ask a question or two concerning the Imperial Economic Committee and the Imperial Shipping Committee which were discussed in the committee a year ago. One of the witnesses from the department told us at that time there were important conferences to be held last summer in London which might have a bearing on the future continuation of these two bodies. I wonder if we could have a brief report on what transpired in London last year and what is conceived to be the function in the future of these two bodies?

The VICE-CHAIRMAN: Mr. Fleming, that is No. 64 of the estimates of External Affairs and, perhaps, if we are going to deal at any length with the details of an item of that kind, we had better wait until we come to it, in the usual course. Mr. Matthews' idea in coming before us was to deal with the expenditures of the administration in a general way. If there are questions on that, I think they should be asked now. In so far as the individual items are concerned, where there are some details required, then perhaps the person involved in the department should give them.

Mr. PEARSON: It may be we can answer some of these questions as we go along from our general knowledge of these agencies, if you wish us to do so. When we can do that we would be glad to do it. Perhaps, however, you would prefer to wait until we discuss the policies of these various agencies.

The VICE-CHAIRMAN: I think we would make more time by dealing with them in an orderly way because we will have duplication when we come to the item again. I am trying to avoid that. I realize there is some possibility of duplication now by virtue of the fact the administration of the whole department is before the committee. However, I think we ought to make some division of the examination of each department so we can come to them one by one.

Are there any other questions on general administration which Mr. Matthews has presented to us?

By Mr. Jackman:

Q. Mr. Chairman, on departmental administration details the salaries for 1948-49 were \$287,000 and temporary assistance \$949,000. I wonder if Mr. Matthews would tell us just what the position is with regard to temporaries and permanents in the department?—A. Mr. MacDermot, the chief of the Personnel Division came here in anticipation of just such a question. May he answer that?

The VICE-CHAIRMAN: Mr. T. W. L. MacDermot, gentlemen.

Mr. MACDERMOT: On the question of permanency, Mr. Chairman, the general policy of the department is that as many as possible of the staff of the department should be made permanent as soon as possible. As you probably know, the conditions for permanency call for one year's satisfactory service in the department after qualification, at the end of which time recommendations are made by the department to the Civil Service Commission for permanency.

There are certain factors, however, which stand in the way of putting through a complete list of permanent recommendations for all members of the department. First of all, those who have overseas preference always have priority in the recommendations for permanency. In other words, from any given list of qualified staff those who have overseas preference must be made permanent before those who have not. Up to date, all those who are eligible and who have been approved by the department have been recommended for permanency.

There are a number outstanding now who are awaiting the results of qualifying examinations given by the Civil Service Commission within the last few months. When those results are announced and when those who are on these qualifying lists have completed their one year's service, if their service is satisfactory, their recommendations will go forward.

Mr. HACKETT: One of the ministers, in speaking of Crown companies a year or two ago, if my memory serves me well, that it was impossible to get what he considered competent assistants through the Civil Service, one reason being the ratings and the salaries. Apparently, your temporary assistants cost the department about three times as much as the salaried officials on the permanent staff. I ask, if difficulty in getting people through the commission at salaries available through that source explains, in any way, the great disparity between permanent officials and temporary officials?

Mr. MACDERMOT: There are only 203 permanent appointments in the department and 680 who are temporary. Therefore, there are over three times as many temporary as permanent members.

Mr. HACKETT: Perhaps I was looking at the salaries and the salaries are \$213,000 and the amount paid to temporary staff \$680,000?

Mr. MACDERMOT: Of course, all our staff, as you know, are drawn from the Civil Service Commission. None of them come in direct from the outside.

Mr. HACKETT: It may be I have put the question in an imperfect way. The statement shows that the employees of your department are divided into two categories, permanent employees and temporary employees. The permanent ones receive \$213,000, and the temporary ones receive \$680,000. Salaries paid are, to the extent of 75 per cent, paid to temporary officials, and I ask if you attribute the fact that so many of your employees are temporary to inadequate salaries available to permanent officials?

Mr. MACDERMOT: No, I do not think so because as soon as the qualifying requirements are met and, of course, if their work is satisfactory, all these temporaries will be recommended for permanency, but I do not think it is merely the prospect of being permanent that attracts recruits for the department.

Mr. MACINNIS: Mr. Chairman, I think perhaps there is a way of getting a proper explanation of permanents and temporaries. First may I ask is there any special ratio as between permanents and temporaries in your department? At all times must there be a certain percentage who are temporary?

Mr. MACDERMOT: Twenty per cent are retained as temporary.

Mr. HACKETT: I did not get the answer.

Mr. MACINNIS: Twenty per cent must be temporary.

Mr. HACKETT: Would you ask him the reason for that?

Mr. MACINNIS: I do not know; he can give that reason if he wants to but I want to pursue my question a little further. The Department of External Affairs has been growing very fast over the last few years, and you have been taking on a great many employees in all grades, I imagine?

Mr. MACDERMOT: Yes.

Mr. MACINNIS: Would you have with you the number of persons roughly in the different grades of the higher paid staff down to the lower paid staff who are on the temporary list?

Mr. MACDERMOT: Not on the temporary and permanent list; I can give you the numerical difference between the officer group and the clerical and administrative group.

Mr. MACINNIS: Can you give the number in the officer group and the number in the clerical group?

Mr. MACDERMOT: At May 15 of this year the total number of officers was 190. That includes heads of missions as well as all other officers, and the total number of non-officers was 865. That makes a total of 1,055.

Mr. MACINNIS: Suppose there was no added increase in the department during the next twelve months; the number of your temporaries would be greatly reduced from what it is now?

Mr. MACDERMOT: Yes, it would be.

Mr. MACINNIS: Then it results from two things, the 20 per cent that is provided for and the number that have not yet served their probation as it were, and have not been made permanent?

Mr. MACDERMOT: Yes.

Mr. FLEMING: I should like to ask Major MacDermot how many of the 203 now permanent were made permanent in the last twelve months since we were on this question a year ago? It strikes me there have not been very many who have been made permanent in the last twelve months.

Mr. MACINNIS: The permanents last year were 67, and at the time this was drawn up, 82. Some might have been added since.

Mr. FLEMING: On page 114 of the estimates there are some figures.

Mr. MACDERMOT: The number made permanent in the last year was 39.

Mr. FLEMING: There were 39 permanent a year ago and that has risen to 203 now?

Mr. MACDERMOT: Sixty-four have been made permanent since a year ago.

Mr. FLEMING: Since a year ago you have only added 39 more to the permanent staff. That strikes me as being a very slow rate of appointment to the permanent staff because I suppose after all the great majority of these people have been there twelve months since that figure was given a year ago.

Mr. MACDERMOT: As I say, first of all they had to qualify. There was an examination in 1946, a general qualifying examination out of which all those who had put in their year and were satisfactory were later recommended. Then at the beginning of this year another general examination was held all over the world for the department, and that was a much larger examination for

all ranks, and the results are not out yet. That will result in a very much larger recommendation. Another reason is owing to the expansion of the department a number of new people have been taken on in the last two years so that many have not completed their full year. Again in some cases the overseas preference operates against some of those who are otherwise ready for recommendation.

Mr. BAKER: The one year is not mandatory? That is the bare minimum? They cannot come in under one year, but a lot of them would go on for another year or so before you would be sure whether you wanted them?

Mr. MACDERMOT: I think if we were not sure at the end of the year it would not take very much longer to be quite sure.

Mr. FLEMING: As an objective are you seeking to have as many of the staff, within the limit of the Civil Service Commission of 80 per cent, on a permanent basis? Is that the objective you are working towards?

Mr. PEARSON: May I say that is the general policy of the department within the limit of the 20 per cent. We want to have as many people in our service on the permanent staff as possible, but we want to make sure before we put them on the permanent staff that they are qualified to be permanent because, as you know, once they are on the permanent staff it is very difficult to get rid of them, if you later want to. Even after the twelve month period has been passed there may be a few cases in which we are doubtful whether they should be permanent but the objective is to get the greatest number possible, under civil service regulations, of satisfactory personnel on the permanent staff of the department.

Mr. FLEMING: That applies to all grades?

Mr. PEARSON: All grades.

Mr. Low: A new written examination is required to prove their suitability after they have had a year's service?

Mr. MACDERMOT: There is no examination after they enter because they have already qualified by civil service examination.

Mr. Low: You spoke of an examination just a moment ago.

Mr. MACDERMOT: That is for qualifying.

Mr. Low: For qualifying?

Mr. MACDERMOT: Yes.

Mr. Low: How do you determine who are suitable for the work?

Mr. MACDERMOT: The Civil Service Commission sets examinations for all ranks of the department, and they mark and determine the results of those examinations.

Mr. Low: But those examinations cannot be given until a year has elapsed from the time they are appointed?

Mr. PEARSON: The Civil Service Commission sets the examination for entry into the department; then we keep them on probation for a year. At the end of the year we can find them completely unsatisfactory, and we can return them to the Civil Service Commission, or we can recommend them as suitably qualified for permanency, or we can hold them off another six months if we are uncertain as to whether they should be permanent.

Mr. Low: Just six months?

Mr. PEARSON: We would not want to hold them off longer than that because if we cannot find out after a year or a year and six months we probably never would find out. There is one particular reason why employees have had to take qualifying examinations after entering the department. Owing to expansion and the war a great number of employees were taken into the department under what is called temporary certificate through the Civil Service Commission—that

is, without a permanent qualifying examination. Since the war, the Civil Service Commission has been administering examinations to qualify applicants for permanent appointment to the staff of the department; so that is why some of them take their examinations after being in the department some months.

Mr. JAENICKE: Temporary appointments also made through the Civil Service?

Mr. MACDERMOT: Yes.

Mr. JAENICKE: You say that you have no say in the setting of the examinations?

Mr. MACDERMOT: No, I did not say that.

Mr. HACKETT: They have a say in the appointments.

Mr. JAENICKE: I said, in the setting of the examinations.

Mr. MACDERMOT: They consult us on some of the examinations, but for the examinations for routine clerical and stenographic staff appointments we accept the regular standards.

Mr. PEARSON: There should possibly be a distinction made to establish the difference between examinations for administrative consular and foreign service appointments as distinguished from clerical and stenographic appointments. We have, I take it, nothing to do with the examinations of the latter kind. The examinations for foreign service officers and the consular officers are set by the Civil Service Commission in consultation with the senior officers of the department.

Mr. Low: So there is no subsequent examination required after they become permanent employees. How do they qualify for advancement?

Mr. MACDERMOT: Reclassification may be made.

Mr. MACINNIS: May I ask one other question in regard to this, it may be a hypothetical question—it is with regard to temporaries. Supposing, for instance, expansion will not be so great during the next three years as it has been during the past three years and very few new people will be taken on; how long would those at the bottom of the 20 per cent temporary list have to stay before they would be made permanent, if your 20 per cent is going to be a permanent policy.

Mr. MACDERMOT: I think the turnover would take account of that. That is to say, we are a long way as yet from being settled and there is considerable turnover, especially in the clerical and stenographic grades.

Mr. KNOWLES: Who prescribes that 20 per cent quota?

Mr. MACDERMOT: The Treasury Board.

The VICE-CHAIRMAN: Have you any more questions of Mr. MacDermot? It is quite all right, but I would like if possible to get on to one or two other items. I do not want to hurry it.

Mr. FLEMING: I want to ask one question on this personnel matter. The department took on a temporary basis within a year or two after the war a considerable number of young men, mostly university graduates with war service and trained them for the most part. I would like to hear a statement as to the success which has attended these appointments. My impression is that they have been very successful and I would like to have a statement on that if we might have that.

Mr. PEARSON: If I might answer that question, I would like to say that the quality, the calibre, of the men that we have taken on since the war especially those with overseas service is I think astonishingly high. Some of the men who probably would have been doing graduate work in universities if it had not been

for the war, did not have the opportunity on that account. They came straight from the services to the department. They have proven to be good men, and we have found them to be very satisfactory. As a matter of fact, they are of a higher calibre than the men whom we took on 20 years ago. I might add that I came in 19 years ago.

Mr. JAKUES: Mr. Chairman, are we going to have an opportunity of going back to this section 52?

The VICE-CHAIRMAN: I was just explaining on this particular item that we are trying to get the general administration of the department taken care of at this meeting. That item No. 52, Mr. Jaques, was allowed to stand, and we were anxious to get on with 53 and 54, but we will come back to 52, later.

Mr. JAKUES: There will be a further opportunity to discuss that?

The VICE-CHAIRMAN: Yes, there will be plenty of opportunity. I can assure you of that.

Mr. JACKMAN: Is it fair to say that a department has no one in the temporary assistance bracket who has been with the department two or three years?

Mr. MACDERMOT: It would not be fair to say that because there may be some who have no war service and cannot be made permanent until servicemen eligible for permanency in that category have been considered.

Mr. JACKMAN: You mentioned 1 per cent having qualified particularly in the officer class by examination and that there will be no more examinations unless it might be in connection with reclassification. How many foreign service officers are there in each grade? By the way, what is the top grade?

Mr. MACDERMOT: Grade 7, that is the top grade.

Mr. JACKMAN: How many have tried examinations for let us say grade 6, grade 5 and grade 4; do they have to try examinations for each grade?

Mr. MACDERMOT: No, they can be promoted, but if they want to be moved from one grade to another without a normal promotion they take a qualifying examination for that.

Mr. JACKMAN: And reclassification would likely be because they wanted to get a better post than would ordinarily be open to them. Would it be your practice that the men in the department enter in the lower grades and if found satisfactory would gradually work up?

Mr. MACDERMOT: Quite so.

Mr. HACKETT: Reclassification would not necessarily entail appointment as such, it would mean that a man was suited for appointment if as and when he came along?

Mr. MACDERMOT: Yes.

Mr. JACKMAN: Mr. Hackett asked a question which was inspired by his member, Mr. Howe, who is in the House. I rather gather that back in his mind, he may correct me if I am wrong, was the thought that a great many of the staff would be temporary because they did not choose to be permanent; that is not the experience of the department, is it?

Mr. MACDERMOT: No.

Mr. JACKMAN: You have had no difficulty at all in getting suitable people for all the various grades where there was a vacancy through the ordinary Civil Service fashion?

Mr. MACDERMOT: I would not say that we have not lost a few good men because they were offered better salaried appointments elsewhere. But generally

we have very large application lists for examinations for foreign service officers grades 1 and 2. We have numerous candidates from every part of the country.

Mr. FLEMING: Have you many of the top grade foreign (women) service officers?

Mr. MACDERMOT: Yes.

Mr. FLEMING: Could you tell us where?

Mr. MACDERMOT: One is in Mexico, one in New Zealand, one in New York and the others are in Ottawa; some of the latter have served at conferences abroad.

The VICE-CHAIRMAN: Gentlemen, are there any other questions before we go on to 54? If not, then perhaps we could proceed to passport office administration. As you know, at the previous meeting Mr. Chance, of the department, was here and did answer quite a number of questions, and it is apprehended that there might not be very much more to be done; but if there are questions to be asked in respect to that that have not already been covered Mr. Pearson is here and he will be glad to give you any information that may be required by the committee. Vote No. 53, passport office administration.

Mr. JACKMAN: I was not here when the officers of the department were before the committee, but did the department act on the recommendation of this committee of a previous year in having the passports made for five years instead of two years?

Mr. PEARSON: Yes, the Five Year Passport has been in use since 1st January, 1947.

Mr. FLEMING: Another recommendation was that passport application forms be made widely available. Has that recommendation been acted on? I had a complaint not long ago from someone who had been trying desperately to get a passport application form in Toronto and he tried in the post office and was unable to get one.

Mr. HACKETT: Was not that because of the change in the form of the application form?

Mr. PEARSON: I think there are supposed to be passport application forms in all post offices in the country. I speak subject to correction, but I think that is the regulation.

Mr. FLEMING: That was the point around which the discussion revolved a year ago, and the forms were not being made available then; and I think it was suggested that they should be made available.

The WITNESS: I know there has been a change in the distribution. There may be a breakdown in a particular post office at a particular time, but the forms are widely distributed throughout the country.

Mr. PINARD: In the cities?

The WITNESS: And in a good many of the small places, too.

Mr. Low: Was the fact that you implemented the committee's recommendation to extend the passport term to five years the reason for increasing the price to \$5?

Mr. PEARSON: Yes, the amount now paid for the 5-year passport and its renewal is proportionately the same as the sum charged previously for the two-year passport and subsequent renewals.

The VICE-CHAIRMAN: Gentlemen, are there any other questions with regard to the passport office that have not already been asked at a previous sitting? If not, may we proceed? I am sorry, Mr. Jaques—

Mr. JAQUES: Could the witness tell us how many kinds of passports there are?

Mr. PEARSON: There are three kinds of passports. The normal passport for a Canadian citizen, the diplomatic passport for diplomatic officials travelling abroad and delegates to diplomatic conferences; and there are official passports for government officials who may be travelling abroad on official business but not necessarily as members of embassies or going to attend diplomatic conferences. In addition to the three types of passports there are certificates of identity which are issued to certain people in this country who have no other means of national identification.

Mr. HACKETT: Is that because they are not nationals?

Mr. PEARSON: Because they are non-nationals. They have lost their nationality in Europe and they do not have nationality here, and the government facilitates their movement by certificates of identity.

Mr. JAKES: Do members of parliament travel on official passports?

Mr. PEARSON: It may be that certain members of parliament have been appointed to delegations to international conferences and travel on special passports for that purpose; but if they are not traveling on official business I think they travel on the ordinary passport.

Mr. KNOWLES: I think we were told last year that members of parliament, regarded as government officials, would be granted official passports if they asked for them.

Mr. PEARSON: I am sorry, Mr. Chairman, but there are regulations as to who are entitled to these official passports but I have not these regulations before me now. However, it would be quite simple to get the different categories that are covered by the regulations.

The VICE-CHAIRMAN: I think Mr. Jakes has another question.

Mr. JAKES: It seems wrong to me that members of parliament are not accorded a little more prestige. I am just wondering whether members of parliament should not rate something a little more than the common garden variety of passport.

Mr. PEARSON: Possibly I may be wrong. Maybe they are entitled to official passports. I am not certain about that. I had better look into that.

The VICE-CHAIRMAN: Are there any other questions?

Mr. JACKMAN: I think the American government has some form of visa for their Congressmen who are entering another country. I had an experience a few years ago of being finger-printed in five or six different places by an American passport official at a certain location, then when they were getting more information they discovered I had the honour to represent the Rosedale riding, and they said if I had told them that they would have given me a special form.

Mr. MARQUIS: It was on account of the Rosedale riding.

Mr. JACKMAN: Yes. I want to know if we have any special courtesy provision such as that. I know that we are not as fussy as the Americans are about getting into foreign countries, but do we extend any special courtesy to other officials coming here?

Mr. PEARSON: If we hear of an official of another government coming to Canada, if that official applies to our embassy in their country for some form of courtesy recognition to come to Canada, we give them a courtesy visa at the embassy. When I served abroad—I am not sure whether they do it now—we used to give them a sort of red seal letter at the embassy to present to the customs and immigration officials at the border.

Mr. JAKES: I remember that when I came back from England in 1944 I had to go through the American consulate. Now, I do not know what effect

being a member of the House of Commons had, but my fingerprints covered at least six sheets of foolscap and I was under the impression that there were some extra sheets there just because I happened to be a member of parliament.

The VICE-CHAIRMAN: Might I ask Mr. Pearson or Mr. Matthews whether the passport office is up to date in its work now. At one stage it was behind. What is the service now given after a passport application reaches your office?

Mr. PEARSON: Mr. Chairman, whereas under the former procedure the customary delay in the issuance of a passport ran from eight days to two weeks, in the re-organization of the passport office, which was made last year, it has been possible to arrange business so that in all ordinary cases passports are issued within twelve hours of the receipt of correctly filled applications. Last year there were 57,000 passports issued and 12,000 renewed, so that the demand is still heavy.

Mr. JACKMAN: While it is not the duty of the opposition to inquire into the inadequacy of salaries, I notice the chief passport officer is down for \$4,770. Does not the importance of that department and the amount of discretion involved not warrant a larger remuneration?

Mr. PEARSON: Mr. Chairman, salaries in the passport office years ago were even lower than that. We thought they were shockingly low. The senior man was earning approximately \$3,000. That \$4,770 does not seem much, but it is a good salary compared to a man who held that job before. However, it should be remembered that the passport office now comes under the chief of the consular division, and the chief of the consular division has the general responsibility for the passport office and the supervision of the work, and he is in a higher bracket than that.

The VICE-CHAIRMAN: Is there any other question now before we pass on to representation abroad?

Mr. FLEMING: This question about the kind of passport which was issued to—well, no, I will leave that.

The VICE-CHAIRMAN: All right, gentlemen, if there are no more questions in connection with the passport office, perhaps we may start, at least, into No. 54, which is representation abroad.

Mr. JAKES: Just one more question.

The VICE-CHAIRMAN: Yes.

Mr. JAKES: It seems to me, just referring back to this finger-printing, it is an indignity. I should think members of parliament should be exempt from it. If we are fit to represent this country, there is no need to be finger-printed.

Mr. MARQUIS: I have no objection at all.

Mr. JAKES: I am making an objection.

Mr. PEARSON: The procedure regarding finger-printing is not a procedure under the control of the Canadian government. The United States authorities apparently insist upon it in respect of people coming to Canada through their country. If you left England and came to Canada direct, no question of finger-printing would arise.

Mr. HACKETT: During the war, they even did it for a border crossing.

Mr. JAKES: Do you not think if you were to make representations, exceptions would be made in the case of members of parliament?

Mr. PEARSON: We have made representations of that kind. When I was in Washington, the treatment which was given to some of our legislators arriving in the United States from Europe and from other places was such as to cause considerable complaint and just complaint. We have taken it up more than once with the State Department during my period down there. I recall we always received the assurance if we could let them know in advance a certain

member of parliament was entering the United States, he would be treated with all courtesy. Sometimes when members go to a consular office the junior official may not appreciate that particular Canadian is a member of parliament.

Mr. JAQUES: I doubt if they know what that is.

The VICE-CHAIRMAN: Does that conclude your questioning?

Mr. FLEMING: The issuing of visas is all done through consuls and does not come under the work of the passport office?

Mr. PEARSON: No.

Mr. FLEMING: There is no portion of the appropriation of the passport office which goes to consular offices covering the issue of visas?

Mr. PEARSON: No, no proportion of that vote covers the issue of visas by consular offices.

Mr. FLEMING: I was wondering about that. Some members wondered why I started to ask a question and then stopped, and that was the reason. I was thinking about the type of visa which was issued to a particular labour organizer who was expelled from the country recently because it was thought he was engaged in subversive activities.

Mr. PEARSON: Of course, an American coming up here does not require a visa.

Mr. FLEMING: I suppose it depends on the length of time for which he is coming here?

Mr. PEARSON: Quite, but if he came up here and told the immigration officer he was up here for a few days on business, there would be no question but that he would be allowed in. There would be no control over that kind of entry except the discretion of the immigration officer at the border.

Mr. FLEMING: Do you happen to know whether that gentleman who was expelled came in on that basis or whether he had a visa?

Mr. PEARSON: I understand he came in only for a few days as a visitor. I understand that to be the case.

The VICE-CHAIRMAN: Does that answer your question, Mr. Fleming?

Mr. FLEMING: Yes, in that case. There is another case which is before a board at the present time. I shall not ask a question about that until it is disposed of.

The VICE-CHAIRMAN: Perhaps we might go on to section 54, representation abroad. Mr. Matthews is here and Mr. Pearson. Perhaps you wish to ask some questions in connection with that clause. Do you desire to make any statement preliminary to it, Mr. Matthews?

The WITNESS: I think any introductory statement would be included in what I said before.

The VICE-CHAIRMAN: We are open for questions with respect to No. 54.

By Mr. Jackman:

Q. Is there a necessary increase in expenditure when a ministry is raised to an embassy?—A. No, no difference whatsoever.

By Mr. Hackett:

Q. I notice in some of our foreign offices we have military officers of very high rank, and in others they are of lesser rank. Is there any departmental regulation which determines what rank shall be held by the military officer in an embassy, for instance?—A. No; as far as an embassy is concerned he is a

military attache. What officer may be selected and what rank he may hold is a matter for the Department of National Defence, and as far as his appointment it is in consultation with the Secretary of State for External Affairs.

Mr. JACKMAN: Is he paid according to his military rank or according to the post he occupies in the department?

Mr. PEARSON: He is paid according to his military rank, and his allowances are made equivalent to those of a foreign service officer of similar rank, and normally I believe the rank is that of a first secretary in an embassy or legation. In one or two of our more important posts—I am thinking particularly of Washington and London—where the defence work is more important than it would be in certain other posts more senior officers are occasionally sent. That is the situation in Washington now.

Mr. WINKLER: Does the military attache actually work for the Department of External Affairs or is he—

Mr. PEARSON: The military attache has a dual responsibility: to the head of the diplomatic mission and to the Department of National Defence. He is under the general superintendence and guidance of the head of the diplomatic mission of the country where he is serving, and is responsible for keeping the head of the mission informed of all policy matters that he may be dealing with in connection with his work as military attache. All reports of general interest to the Canadian government are sent by the head of the mission to the Department of External Affairs. Copies are sent direct to the Department of National Defence. Other reports of less general interest are sent direct to the Department of National Defence.

By Mr. Jackman:

Q. Then the military attache is paid by the Department of National Defence and as to his allowances he draws them from the Department of External Affairs?—A. They are paid by the Department of National Defence.

Q. He is no financial burden to you whatsoever?—A. No.

Q. And it is not exactly your concern whether he is a major general or whether he is a major. It does not cost you any more?

Mr. PEARSON: No, except we try—and this is in agreement with the Department of National Defence—to maintain a general equivalence between the rank of military attache and a first secretary in an embassy. That is the normal relationship.

Mr. JACKMAN: First secretaries draw how much now abroad?

Mr. PEARSON: \$4,500 to \$5,400.

Mr. JACKMAN: Some of the military attaches must be getting a good deal more than that with their allowances?

The WITNESS: That is without allowances; that is the basic pay for a foreign service officer, grade 4, which is normally the rank of a first secretary.

Mr. HACKETT: You have stated what control the Department of External Affairs has over the appointment of a military attaché, if any, but I did not grasp your statement.

Mr. PEARSON: Well, Mr. Chairman, it is done this way. If the defence service feel that it would be desirable from their point of view to have a service attaché at a diplomatic mission they approach the Department of External Affairs to get our general views on the desirability or otherwise. We normally say, if they wish to send a service attaché, that is all right with us. We do not pay his salary or his allowances. There have been one or two occasions where we thought on certain other grounds it was undesirable to have a service officer at

a diplomatic post, but normally we do not object. The final appointment is made by the Department of External Affairs after agreement in the appointment has been reached with the Department of National Defence.

Mr. HACKETT: And might an officer be retired on the suggestion of the head of the mission?

Mr. PEARSON: Yes, he might, if he conducted himself with impropriety. In the office abroad the head of the mission would have the right to report that to the Minister of National Defence through the Secretary of State for External Affairs and ask for his recall.

Mr. HACKETT: And, take the most important office we have; I do not know where it would be located; is there any tacit understanding that a military attaché should be a ranking officer?

Mr. PEARSON: Well, the understanding, Mr. Hackett, is that he should be senior enough to do his work, but we do not attempt to determine his seniority. Generally the understanding is that in a normal office he would have the rank of Colonel; that is a rank roughly equivalent to first secretary; and, similar rank in the case of an air or naval attaché. The exceptions are London and Washington; in those two capitals we have officers with the rank of brigadier, or the equivalent rank in the other services. In London two of the officers have the ranks of air vice-marshal and commodore.

Mr. HACKETT: Could a man of lesser rank with propriety carry on negotiations with people of senior rank in the country to which he was allocated?

Mr. PEARSON: No. I would think it would be very difficult for a military attaché.

Mr. HACKETT: For a captain, for instance, to carry on with a general?

Mr. PEARSON: To do the job effectively he should have the rank generally of a colonel or higher.

The VICE-CHAIRMAN: Gentlemen, it is now half-past ten. I think most of the members would like to adjourn. I have a motion from Mr. Gauthier, seconded by Mr. Marquis. It has been communicated to me through various channels for the last five or ten minutes, and I fancy we would like to adjourn. Before we do, the evidence to be taken up on Monday will be a continuation of representation abroad and the various items succeeding that as we come to them on the estimates. What time would you like to meet on Monday; 8.30? Or do you desire to meet in the afternoon or the morning?

Mr. MARQUIS: Better make it 8.30, Mr. Chairman.

The VICE-CHAIRMAN: Very well, in the evening.

The committee adjourned.

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SESSION 1947-1948

HOUSE OF COMMONS

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STANDING COMMITTEE

ON



EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 5

MONDAY, MAY 31, 1948

WITNESSES:

Mr. W. D. Matthews, Assistant Under Secretary of State for External Affairs (Administration);

Mr. R. G. Riddell, Chief of the United Nations Division;

Miss H. D. Burwash, Economic Division.

MINUTES OF PROCEEDINGS

MONDAY, May 31, 1948.

The Standing Committee on External Affairs met at 8.30 o'clock this evening. The Vice-Chairman, Mr. Graydon, presided.

Members present: Messrs. Baker, Beaudoin, Croll, Dickey, Fleming, Gauthier (*Portneuf*), Graydon, Harris (*Grey-Bruce*), Knowles, Leger, Pinard, Raymond (*Beauharnois-Laprairie*), Winkler.

In attendance: Messrs. W. D. Matthews, Escott Reid, R. G. Riddell, S. D. Hemsley and Miss H. D. Burwash.

The Committee resumed its consideration of the estimates referred.

Item 54—Representation Abroad.

Mr. W. D. Matthews was recalled and further examined.

At the request of Mr. Fleming, the witness filed a table showing living and representation allowances for foreign service officers abroad. He was granted permission to amend same.

On motion of Mr. Fleming,

Ordered.—That this table, as amended, be printed. (*See Appendix "A" to this day's evidence*).

The following items were considered:

55. To provide for hospitality in connection with visitors from abroad.
56. Amount required to meet loss on exchange.
57. Grant to United Nations Society in Canada.
58. Expenses of the Canadian Delegation to the International Civil Aviation Organization, including salaries of the Canadian Delegate and Staff, notwithstanding anything to the contrary in the Civil Service Act or any of its amendments.
59. Canadian Section of Canada-U.S. Permanent Joint Board on Defence.
60. To provide for relief of distressed Canadian citizens aboard.
61. Canadian Representation at International Conferences.
62. United Nations.
63. Imperial Economic Committee.
64. Imperial Shipping Committee.

Items 53, 55, 56, 59, 60, 63 and 64 were carried.

Miss Burwash was called and questioned on items 63 and 64, being respectively,—Imperial Economic Committee, and Imperial Shipping Committee now known as Commonwealth Economic Committee and Commonwealth Shipping Committee.

Referring to item 61. Mr. Matthews was asked to furnish later a detailed breakdown of expenditures for 1947-48 and for the contemplated International Conferences in 1948-49.

It was suggested that the Committee hear, at an appropriate date, General A. G. L. MacNaughton on Atomic Energy, and on item 59—U.S. Permanent Joint Board on Defence.

Item 62—United Nations. This item was allowed to stand until the U.N. Report to Parliament is available.

Messrs. Matthews and Riddell nevertheless made statements regarding Canada's financial assessment.

In answer to the Vice-Chairman, Mr. Riddell made a brief statement respecting entertainment by delegations to United Nations.

Mr. Winkler presided momentarily in the absence of the Vice-Chairman.

Items 52, 54, 57, 58, 61 and 62 were allowed to stand.

At 10.30 o'clock p.m., the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
May 31, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Vice-Chairman, Mr. Gordon Graydon, presided.

The VICE-CHAIRMAN: Gentlemen, we are going to proceed on item No. 54, upon which we were working when the committee rose on Wednesday night—representations abroad. Mr. Matthews is here as well as Mr. Escott Reid, and from now on perhaps you will want to ask such questions as may be necessary, and I will now declare the committee open for business.

Mr. FLEMING: Mr. Chairman, on the second last page of the material which Mr. Matthews furnished the committee at the last meeting we have now a legation at Italy. I believe it is the only one of the former enemy countries with which we have established any kind of diplomatic relations although parliament has also ratified treaties of peace with Hungary, Roumania, Finland and I believe Bulgaria; I wonder if Mr. Matthews could tell us what the situation is with respect to the other countries.

The VICE-CHAIRMAN: We have not signed any treaty of peace with Bulgaria because we were never at war with Bulgaria; Italy, Hungary, Finland and Roumania, yes.

Mr. FLEMING: However, perhaps Mr. Matthews could indicate to us the extent of the developments of the establishment which was set up in Italy and also indicate to us in what manner of diplomatic relations are now being handled with those enemy countries with which we have now signed treaties of peace which have been ratified by parliament.

Mr. W. D. Matthews, Assistant Under-Secretary of State for External Affairs, recalled:

The WITNESS: In Italy at the moment there is Mr. Desy and a third secretary; and in addition to that there are representatives of the immigration branch in Italy; but the whole diplomatic staff consists of Mr. Desy and one third secretary. The diplomatic relations of the other countries with which we have signed peace treaties are still carried on through the British Missions in those countries and we have no Canadian diplomatic missions in those countries.

By Mr. Fleming:

Q. Had we any separate Canadian diplomatic missions in those countries before the war?—A. No.

Q. So there is no change in the position?—A. No change in the position at all.

Q. In the case of Italy there are some capital expenditures here as well as a considerable increase in operating expenditure.—A. The operating expenditures last year were very small because it was only at the end of the year the mission was opened. The capital expenditures that we anticipate consist principally of the purchase of a certain amount of furnishings for the mission, providing capital equipment such as office furnishings, as well as residence furnishings, and such items as typewriters, etc. I can give you the list.

Q. I do not need the detail of it unless there are some major items. It was going to ask if Canada owned the building before the war?—A. No, we had nothing there at all before the war and we just have a leased building now.

Q. And that is the item for \$104,107?—A. Yes.

Q. Are there any major items in the figure of \$18,600 capital expenditure?—A. The major item is the provision for furnishings for the residence. At the moment we have leased furniture in the residence and we anticipate that at least a fairly substantial proportion of that will have to be replaced because what we have on lease is not of a type which is very desirable.

Q. Is the residence and the office in the same building?—A. No, they are not in the same building. So far we have not been able to obtain a building that is in any way desirable for either purpose, and we have not been able to get anything in a central location which would house both.

Q. Is it anticipated that the present small staff will be adequate to handle all the diplomatic business?—A. I would expect that probably the staff will increase in Italy. It is one of the important centres in Europe and an ambassador and one secretary could not very well handle the work of a really important mission.

Q. Is Mr. Desy the ambassador?—A. No, I am sorry; he is the minister.

By Mr. Baker:

Q. Regarding the council generalship in Boston, has that been opened yet, or what is the situation there?—A. It is expected that that office will be open the 1st of October.

Q. It is a very important office, I know that; we want it there badly, I mean we in Nova Scotia.—A. Yes.

Q. I was just interested in getting some information about it.—A. The 1st of October is a tentative date for opening that.

Mr. BAKER: Thanks.

By Mr. Winkler:

Q. Is one in contemplation for Minneapolis-St. Paul?—A. Nothing has been planned for there yet.

Q. There is an American consulate in Winnipeg.—A. Yes.

By Mr. Fleming:

Q. On the first of these last three pages under the commonwealth high commissioner's offices you show India but not Pakistan. Now, as I understand it, the one mission is covering both at the present time, isn't it?—A. No. The high commissioner at New Delhi now covers India. At the moment there is a trade commissioner in Pakistan who looks after any external affairs work that we may require him to look after, but there is not what you would call any diplomatic mission in connection with it. There is no mission there.

Q. Can that condition go on very long with the high commissioner appointed to India by the Dominion of Canada and none to the Dominion of Pakistan?—A. I should think eventually there is bound to be a high commissioner's office there. Nothing has been done on that as yet.

Mr. WINKLER: Would not trade be a factor there?

The WITNESS: I should think so, trade with India. I have no knowledge of the matter but I should expect it would be a good deal larger.

By Mr. Fleming:

Q. There is the question of commonwealth relations involved there. I do not see how when we have high commissioners to every other one of these self-governing nations of the commonwealth we could make an exception very long

in the case of Pakistan.—A. I understand that there have been conversations, but I do not think any decision has been taken by the government yet in the matter.

Q. What is the extent of Pakistan's representation in Canada?—A. I do not think they have any representation at the moment. They certainly have no high commissioner. I do not know for certain whether they have any trade representative or not.

By the Vice-Chairman:

Q. May I ask you what is the position of the former high commissioner of the United Kingdom to Canada, the Right Honourable Malcolm MacDonald, he has a position in the far east with respect to the Malay States I think.—A. Yes.

Q. Just what position does he hold and what are the developments there in connection with the possible formation of another unit of the commonwealth. That is a thing which has been asked me on several occasions and I have not been able to answer it and I thought possibly one of the officers of the department might do so.—A. I am afraid I am not in a position to answer that, Mr. Chairman; and I do not know if any of the officers we have here at the moment are experts in the constitutional developments in that particular corner of Asia. That would be a thing which it would be rather hard for anyone from the department to answer, I should think. It is a matter of politics in the United Kingdom rather than in this country.

Q. It struck me from what I had read this was preliminary to the formation of another unit of the British Commonwealth, and that he was there for the purpose of ushering in that new development. I thought because of that Canada might have some interest because of the fact we were also in the commonwealth of nations.

Mr. REID: I am afraid I have not any very precise information about that. I think it is in contemplation that ultimately Malaya will become a self governing part of the commonwealth, but I cannot recall what sort of timetable has been set, if any, for the evolution of Malaya into commonwealth status.

The VICE-CHAIRMAN: Are there any other questions? Shall we pass on to No. 55?

By Mr. Fleming:

Q. I notice in the case of Australia and South Africa there are substantial increases, I think about 45 per cent each in operating expenditure. What is the reason for that?—A. The main reason for the increase in Australia over last year is that for quite a time at the beginning of last year we had no high commissioner there. That naturally reduced the expenditure substantially because you do not have the salary and allowance of your chief of mission which are substantial expenditures, and the general activity of your mission is at a slower pace. There is not so much travelling. There is not so much general activity. So that it is natural the expenditure during the past year was considerably below what we anticipate for the coming year. If you look at the estimates for 1947-48 when we had to provide for the full year, the actual amount we provided at that time was greater than what we are providing for the coming year, and I think the bulk of the change will be that this year we will have a high commissioner present in Canberra, the full year, while Mr. Green did not arrive until well into the past year.

In South Africa the main change is caused by the effect of an increase in rentals. There is going to be a very substantial increase in the rental of our office premises. We have an office in Pretoria, and we share with trade and commerce an office in Capetown. Those rentals are going to be very substantially

increased. We are also in the unfortunate position of never being sure what our rental is going to be for our high commissioner. He spends part of the year in Pretoria and part of the year in Capetown and we have to allow a large margin for the possible rental he will have to pay for this short term lease. Last year he was lucky enough to get quarters which, while not satisfactory, were cheap. This year he may not be so lucky.

By the Vice-Chairman:

Q. Is there any rent control down there?—A. As far as I can see from the correspondence we have been having lately there is not any effective rent control. Whether or not there is rent control I do not know.

By Mr. Gauthier:

Q. We have an ambassador in Turkey?—A. Yes.

Q. When was he appointed?—A. He arrived there late last fall.

Q. What is his name?—A. General Odium.

By Mr. Fleming:

Q. I suppose the large increase in the appropriation for Turkey is accounted for by the fact he was there only a portion of the previous year?—A. Yes.

By Mr. Winkler:

Q. Has the legation in Czechoslovakia been closed?—A. No, it is still open.

By Mr. Fleming:

Q. There has been no change at all in Czechoslovakia?—A. No change at all. It was opened fairly early last year and it is still on the same basis as it was then.

Q. There is quite a substantial increase in operating expenditure in China, with something of a decrease in capital expenditure? Is that an exchange problem or an increase in staff?—A. No, the staff is very much the same in China. It is always impossible for us to forecast with any accuracy what it is going to cost. Your prices may double over night; your exchange rates may double over night, too, so that we have to allow for a fairly substantial leeway there because you cannot forecast with any assurance whatsoever. That is the reason why the estimate for operating expenditure has to have a substantial leeway over your actual past experience. In so far as capital expenditures are concerned this was the figure we were contemplating when we prepared our estimates last November. Actually on the list that I have with me now of what we contemplate doing as we see it at the moment, that figure of capital expenditure is down by about \$60,000, because we had hoped to be able to do some more building there this year. Our space that we have, both for the residence and for the offices for the general staff is not large enough when you take into consideration the climatic conditions under which they are working, and we hoped to be able to provide them with better quarters. When we obtained, shortly after preparing these estimates, some detailed figures as to what the cost would come to we found the building we had provided \$60,000 for was going to cost around \$140,000, so we decided to postpone that building. Actually our figure for capital expenditure in China, as we see it at the moment, is down to approximately \$60,000 as opposed to \$117,000.

Q. Is that to say you are only asking for \$60,000 now?—A. No, because in other places you will find in the same way what we had anticipated has gone up. If we trimmed everything down according to our revised pattern as we see it now six months after we have prepared the estimates we would have to revise all the others upwards where the movement has been in the opposite direction.

Q. In this particular case you are asking for \$117,000, you anticipate a need of \$60,000, and the other \$57,000 is available to apply to other items?—A. Yes.

Q. Where you may otherwise encounter an overdraft during the year?—A. Yes. You see these are allotments within the same vote, so that by treasury board ruling we can transfer from one allotment to another within the same vote.

Q. The committee was much interested a year ago in this matter of the houses for the Canadian embassy in Nanking. I believe it was you who testified about the three houses that were constructed in Canada and shipped in demounted form for assembly over there. I think we were rather disturbed at the time about the cost of those houses. Would you tell us something about the total cost of those houses, the complete cost including assembly, and then would you give us a little more information about further accommodation? You spoke about the need for providing further accommodation. Just tell us a little more in detail what that means in terms of construction?—A. What we have in China now is the compound where we bought, ten or eleven acres. On that property we have erected the three pre-fabricated houses which were sent out there a little over a year ago. One unit provides for the office premises for the whole mission, including the military attache. In that house there are also living quarters for two Canadian male clerks. One house provides living quarters for the first secretary. The other house is a double house, and that provides living quarters for the third secretary and his family, and in the other half are the Canadian female staff.

In addition to those three pre-fabricated houses we have built out of local materials a garage, a storage building, because we have to send many supplies ahead of time out to China, and servants quarters. You have to build quarters for your Chinese servants. That is the completed building plan.

In addition to that we had to put in some water tanks because the water pressure and the water supply are not reliable in Nanking. In fact, last fall we arranged for the Department of National Defence to lend us the services of Brigadier Walsh, who is one of their senior engineering officers. He went out to review what had been done and to recommend what should be done. The items on which he particularly urged us to go ahead and which will be the major items this year were to dig an artesian well, increasing our water supply, and to install a pumping unit and to make provision for a Diesel power unit. Brigadier Walsh pointed out that not only were the services inadequate the way they were but it increased the fire hazard tremendously to be without the proper water supply and the pumping that goes with it. This year's additions will be in regard to those utilities chiefly, plus a slight increase in storage quarters and servants' quarters. We do feel even now that the building program is not adequate in the long-term view. As I said before we hoped to be able to put up an additional building this year which would house the chancellery plus quarters for the male staff, both officer and clerical. That would enable us to allot larger quarters to the Canadian female stenographic staff and also to the third secretary. At the moment by Canadian standards the facilities might look suitable but anyone who knows China will point out that you have the temperature for months of the year standing at 100 and the humidity is in the high 80's and 90's so that we need an airy and roomy space. I hope that some day we will be able to proceed with that additional building. We are still renting a building for the ambassador and I would hope that some day on our same compound we will build a building for the ambassador. I think if those two buildings were completed we would be very adequately housed there.

Q. You have not given us the cost?—A. I have the figures here and these are the expenditures since we moved to Nanking, the aggregate to the end of last year. The total cost of constructing the prefabricated houses—

Q. The three buildings?—A. Yes, plus the freight to get those prefabricated houses to China, plus the cost of the local buildings, that is the garage, the storage quarters and the servants' quarters, comes to a total of \$123,688. The total cost of our land including drains, roads, and landscaping is \$69,300.

Q. Those are Canadian dollars?—A. Those are Canadian dollars, yes.

Q. Not the good old Chinese dollars?—A. No, the figure would represent hundreds of billions of Chinese dollars. The total cost of our buildings and land at the end of the last fiscal year stood at \$192,996. Including expenditures on utilities, power plant, the deep well and the pumping equipment which we expect to have by the end of this year the total will then be \$230,000. Just a few days ago I received a letter from the ambassador, Mr. Davis, in which he pointed out that our savings in rentals are about \$23,000 per year as compared with what we would be paying for similar quarters outside. He also gives a rather interesting statement as to the suitability of the place, the general appearance, and also he mentions the fact that land values around there had increased so much that he thinks if we sold the lands now we could get our investment back and wipe off the cost of building. I thought the committee might be interested in this subject so I brought along a couple of photographs showing a corner of the compound and the prefabricated houses, which, if it is wished, I can pass around as the members may be interested in them.

Q. Yes, I think that would be interesting. Those costs are bound to strike anyone as being very very high, however. We do not get any benefit of exchange on those figures? Those buildings are all Canadian construction including the buildings themselves, the houses, and the utilities?—A. The prefabricated houses were bought in Canada for just under \$44,000.

Q. The three of them?—A. The three of them. It cost us about \$20,000 to ship them over to Nanking. The construction of the foundations, the costs of local labour erecting them was another \$40,000 to \$45,000.

By Mr. Baker:

Q. You are saving approximately 10 per cent annually on the total investment?—A. Yes, that is looking at rent alone but if you had premises spread all around Nanking your cost of operation would be a good deal higher.

Q. You do not have to pay any taxes?—A. No.

Q. In about 15 years time it will have paid for itself?—A. I am sure it will pay for itself in less time than that. When I say that I am including the additional expenditures which we contemplate incurring this year and which will have raised the total to \$230,000, when compared with the rentals which we are saving.

Q. It sounds like a good proposition?—A. I am sure that from a dollar and cents point of view it is good business.

Mr. DICKEY: It is also a good thing for prestige purposes.

By Mr. Fleming:

Q. On the other hand, that \$40,000 seems to be a fabulous price for the erection of those prefabricated buildings?—A. No, that includes the major expenses of the subsidiary buildings. It includes your materials, plus your work on the garage, the storehouse, the servant's quarters and a certain amount of fencing and items of that kind.

Q. The estimates for China are exceeded only by those incurred by our representation in the United States, the United Kingdom, and they are a trifle smaller than our expenditures in France. The expenditures in France are just a trifle higher in total.

The VICE-CHAIRMAN: Are there any further questions on this item?

By Mr. Fleming:

Q. Is it in this item, Mr. Matthews, that we find the pensions of retired Canadian diplomats?—A. You mean under the Special Diplomatic Superannuation Act?

Q. Yes, I was thinking about the act passed last year?—A. No, there are no pensions at the moment payable under that act.

Q. Nobody has been retired as yet under that act?—A. No.

Mr. GAUTHIER: Who took Mr. Vaillancourt's place in Cuba?

The WITNESS: Mr. C. P. Hebert.

By Mr. Dickey:

Q. I was wondering about the Canadian legation in Japan. Is that still being used partially as a British Commonwealth billet?—A. I think there are still some people other than Canadians billeted in the building.

Q. How about the chancellery? Is office space still being provided there for the British Commonwealth member on the Allied Control Council?—A. Yes, there still is office space provided for other Commonwealth people. That space is actually allocated by the occupation forces.

Q. It has not been possible to do anything about improving it?—A. No.

(Mr. Winkler took the chair.)

By The Acting Chairman:

Q. If there are no further questions I would like to ask about the Canadian military mission in Germany. Is there any personnel there other than military personnel?—A. Yes, actually it has been converted now to a civilian basis. General Pope in charge is now on the External Affairs staff and he is no longer on the army staff.

Q. And the accommodation there is all rented, I presume?—A. Actually, the accommodation at the moment is provided free because it is a charge against the Germany economy. We do not know how long that will continue, so we have to provide funds, just in case.

Mr. FLEMING: Have you finished, Mr. Chairman?

The ACTING CHAIRMAN: Yes.

By Mr. Fleming:

Q. I was going to ask about the next item, office of the Canadian Delegation of United Nations, which is being bracketed in under representation abroad?—

A. As a result of our election to the Security Council, we had to expand very greatly our representation in New York. It was not proper to include that in the appropriation for the consulate general, since it was a separate organization. While they do pool their services, it is run as a separate organization and separate provision is made for it in our estimates. This takes care of General McNaughton's office and staff.

Q. This is the first year we have had this particular estimate under the general item, representation abroad, as I understand it?—A. It is the first time we have had to have it. Since we are members of the Security Council we have had to have a permanent office to assist in New York.

Before, there was a small group with General McNaughton in connection with the atomic energy control. It had to be enlarged to take care of the Security Council work.

Q. I thought it would be more logical to have a separate item for this in the estimates rather than have it included in the general item, representation

abroad. It is hardly to be classed in the same category as our diplomatic representation in other countries?

Mr. CROLL: If the United Nations sits in Switzerland or Geneva this year, it will be abroad.

By Mr. Fleming:

Q. I thought there should be a separate item and it should not be bracketed with representation abroad, including the salaries of high commissioners, ambassadors, ministers plenipotentiary, consuls, secretaries and staff. I would not have thought that was the proper place for an item of this kind. I think it should be a separate item in the estimates.—A. From the administration point of view, the problem is exactly the same as operating any other mission and staff. The staff of that and other missions is completely interchangeable. The problems they deal with, while they are approached from another angle, are the same.

I must admit consideration was not given to treating it as a possible separate vote. It seemed to us to be the same general type of organization as our other missions. For instance, a large portion of the work in the Embassy in Washington and the High Commissioner's office in London is providing a staff to attend conferences and advise on those conferences if they happen to take place in those particular cities. This happens to be something in the nature of a year round conference which the staff of this particular office in New York looks after.

Q. How did you show our representation last year on the Economic and Social Council?—A. That was charged up to the conference vote in the same way our attendance at the assembly was charged to the conference vote. This being a continuing office which will be operated for at least two years, we felt it proper to treat it as other continuing offices abroad rather than as a conference.

Q. It just struck me that it would be better shown as a separate item. It is different from the others, from the parliamentary point of view.

By Mr. Pinard:

Q. There is an amount of \$804 for Portland, U.S.A. What could be done with \$800 there?—A. That is for our honorary vice-consul in Portland, Maine. The honorary vice-consul receives an honorarium of \$800 a year. With the exchange to turn it into United States funds, it amounts to \$804. I think you will see there is an extra \$25 or \$30 which was spent in Portland last year. No, actually, an extra \$100 has been spent. The whole cost of that office is, really, just the honorarium to the honorary consul.

Q. Is he a Canadian citizen?—A. Yes.

The ACTING-CHAIRMAN: That will meet with the approval of all maritimers, I suppose. Is there any further discussion on this item?

By Mr. Fleming:

Q. Are the appropriations for the Canadian Information Service abroad included in this item?—A. Yes, actually, this year, by the time we prepared our estimates for this year, the Canadian Information Service and the general appropriations of the department had become completely inter-meshed. We could not separate them. Part of the operational expenses for the different missions will include salaries of people who will be doing information work. Various members of the staff will be spending part time on information work, part time on political work and part on consular work. Therefore, you cannot

say the expenses of information abroad are so many dollars. The expenses for information abroad are included in the operational expenses provided for the missions. There is no real separation between the staffs now, it is all a unit.

Q. Since you merged the functions of the former Canadian Information Service with the other functions of the department, I think it was a year ago, I would not expect to find separate items this year. It is rather difficult in attempting to draw a proper comparison with previous years. Were the information services merged last year in this vote?—A. Yes, by the time the estimates were printed, the votes had been merged. Actually what appeared in the printed estimates last year was the sum of the estimates that had originally been submitted by the Department of External Affairs and those which had been submitted by the Canadian Information Service.

Q. It may be difficult for that reason to appraise the value of the work of the department on the information side. Is there any information you have or can possibly give us, in general, as to the policy being followed in regard to information services? I suppose the place about which we are most concerned as to the effectiveness of the information service is probably the United States. The portion of the chancery which is now given over to the information service is not very large. My recollection is that it is just two rooms. You have just two persons in the chancery staff devoting their time to that work?—A. There is one thing you have to remember. There was a separate information service and it had a separate office. It had a separate switchboard and a separate teletype. Now, their records are handled by the central records office and they receive their messages on the central teletype. They use the same messengers, so you cannot compare the staffs or the space occupied by the former information service with the staffs and the space occupied at present. A lot of the functions performed by the old information staff are now performed by the Embassy staff. There are only two information officers in Washington. However, they have a fairly large staff doing such things as constantly surveying the United States press. It was a service performed previously jointly, by a staff partly provided by the Embassy and partly provided by the Information Service. This work is still carried on. While there are only two people technically known as information officers, there are a great many more people servicing those offices in the way that the independent staff used to service them before.

Q. Yes, I appreciate that. Have you any information to give us about the effectiveness of the work that is being done now? I am thinking of the United States again, I am not going farther afield than that. This is a matter of very great importance to Canada?—A. I have nothing other than very general information on that, I am sorry. Mr. Rae is not here tonight. I am sure he will be glad to come and go into detail on what the Information Service is doing.

Q. I do not want to be understood as minimizing the quality of the work which is being done through this Information Service in the chancery. I do not want to be understood as suggesting that for a moment. I am just wondering if we might have, for the information of the committee and also for the record, something of a review of the work that is being done there. I am speaking of the information work that is being done in Washington and the effectiveness of it?—A. I am sure Mr. Rae would be glad to appear at another meeting of the committee. Personally, I would not feel sufficiently familiar with that work to give you any review. If the chairman wishes it, I will arrange for Mr. Rae to come here for another meeting.

Mr. HARRIS: It was understood we should have all the various people represented here, sooner or later.

The ACTING CHAIRMAN: Possibly that would suit you, Mr. Fleming?

Mr. FLEMING: Quite. I think it is a matter of importance. The whole committee is concerned with wanting to know something about it.

The ACTING CHAIRMAN: Are there any further questions on this item?

Mr. FLEMING: May I be pardoned for asking one more question? I apologize for taking up so much time, but I have given some thought to this matter. Mr. Matthews was telling us last week about the allowance made to the different embassies and legations abroad—the cost-of-living allowance; can you, Mr. Matthews, give us the highest percentage of allowance that you have anywhere abroad?

The WITNESS: I am afraid I have not got the tables here. The tables on allowances cover the posts both for the trade commissioner service and our own, and the highest point is Caracas, which actually is at the moment staffed by the trade commissioner personnel, and the senior trade commissioner is the acting consul general. I am sorry I have not got those tables of allowances here, but the height of the allowances in Caracas is caused entirely by the rate at which the Dominion Bureau of Statistics have established the cost-of-living index for that post.

Mr. FLEMING: Perhaps, as a matter of information, Mr. Chairman, Mr. Matthews could bring that table to us at another meeting and put it on the record?

The WITNESS: Yes, I shall be glad to do that.

Mr. PINARD: There seems to be a great increase in expenditures for the mission in Poland—from \$12,776 in 1947 to \$107,300 now: is that for building?

The WITNESS: No, that again is a case where we only opened up well into the past year, and this year we were obviously counting on a larger staff. For a long time last year while the office was opened we had a charge d'affaires there, Mr. Kirkwood, and he had nobody to help him; he was actually doing his own type-writing. We had to increase that staff substantially, and with the increased staff there is increased accommodation for their living quarters. There is a larger staff than there was last year and it is operating for the full year.

The ACTING CHAIRMAN: Are there any further questions?

Mr. FLEMING: Does the same apply to Sweden, Switzerland and Yugoslavia?

The WITNESS: Yes. In Sweden actually there was only a charge d'affaires the whole of last year. He was the person who was there as trade commissioner before, so our additional costs last year when he was designated as charge d'affaires were small. This year's estimate provides for the possibility of there being a minister there and for his having to run with the full staff of a legation. The Yugoslavia office was only opened in the last few days of the year.

The ACTING CHAIRMAN: Are there any further questions on that item?

Mr. GAUTHIER: With regard to Portugal, what is covered there?

The WITNESS: As far as External Affairs is concerned, he is the consul general in Portugal. As far as his capacity as trade commissioner is concerned he has other territories; but as far as his capacity as consul general is concerned it is Portugal only.

The ACTING CHAIRMAN: Shall we carry that item?

Mr. FLEMING: Are you leaving that item open for further information?

The ACTING CHAIRMAN: Yes.

Mr. HARRIS: Did you say that it should stand?

Mr. FLEMING: Until we get further information.

Mr. HARRIS: Cannot we carry the item and put the information on the record?

Mr. FLEMING: Some questions may arise out of the information. I am not proposing to carry on an extended line of questions.

Mr. HARRIS: I was wondering if we could not carry the item—

The WITNESS: Mr. Hemsley said he would go over and get the allowances' schedules so that I could give you the answer now.

Mr. FLEMING: You have to get the information on the Information Service anyway, haven't you? Those are the two things I was holding open.

Mr. HARRIS: May we not carry the item subject to providing the information Mr. Fleming has asked for, and he will have complete freedom to examine on that information?

The ACTING CHAIRMAN: Yes, and anyone else who may choose to ask questions.

Carried.

Shall we pass on now to item 55: "To provide for hospitality in connection with visitors abroad, \$25,000".

By Mr. Fleming:

Q. That is considerably more than you actually needed last year. There is no way of gauging that in advance, is there?—A. There is no way of gauging it in advance. I do not think we have ever spent more than \$18,000 or \$19,000, but we have to have a margin of safety.

Q. That is just with regard to heads of states visiting Canada, is it not?—A. Yes, heads of states; and for other important visitors from abroad.

The ACTING CHAIRMAN: Shall the item carry?

Carried.

Item 56: amount required to meet loss on exchange, \$45,000.

The WITNESS: The main purpose of that vote is to take care of the provision which I think was described at the last meeting for paying to members of our staff in Moscow roubles at a guaranteed rate of exchange up to the estimate of their requirements for basic living. We let them draw roubles at twenty-five to the dollar. We buy those roubles today at the rate of eight to the dollar and we used to buy them at the rate of twelve to the dollar, and this is the vote which absorbs the loss on exchange. We were in somewhat the same position for a little while in regard to Poland, but actually we have found that the exchange rate there is in our favour, so that there is no loss there now. The \$45,000 was expected to cover the loss both for Russia and Poland, but it will now take care of the greater cost of living in Russia as the result of the change in the rate of exchange.

Carried.

The ACTING CHAIRMAN: Item 57: "grant to United Nations Society in Canada, \$5,000."

Mr. HARRIS: I understand that we shall be hearing representatives of the United Nations Society so it might be desirable to let the item stand until we hear them.

Mr. CROLL: Do they want more money?

Mr. HARRIS: I do not know.

Mr. FLEMING: Mr. Morse stated last year they would like some more.

Mr. CROLL: Are they getting any more?

The ACTING CHAIRMAN: They are getting \$2,000 more. That item stands.

Item 58: "Expenses of the Canadian delegation to the International Civil Aviation Organization, including salaries of Canadian delegate and staff, notwithstanding anything to the contrary in the Civil Service Act or any of its amendments, \$25,000."

By Mr. Fleming:

Q. Could we have a report on the work of ICAO during the past year?—A. That is the one organization upon which we have not been able to bring

a real expert. I think we have a memorandum here that describes some of that work.

Mr. HARRIS: Would it be the desire of the committee that someone from the delegation should come here, or do you want to pass the \$25,000?

The WITNESS: I am afraid—

Mr. FLEMING: Actually, there are very few people in your department, Mr. Matthews, who had anything to do with this item. Is it not in Mr. Howe's department?

The WITNESS: This particular item is for the expense of our delegation in Montreal; they represented us at the headquarters of the organization. This is the expense of running the Montreal office. Our contribution to ICAO will appear in the grants to international organizations in our supplementary estimates. We have not received the billing yet. This \$25,000 item—is the cost of our delegation in Montreal.

(Mr. Graydon, the Vice-Chairman resumed the chair.)

Mr. FLEMING: Mr. Chairman, may I say for your information that we are dealing with item 58, the Canadian delegation to ICAO. Later on there is to be a grant voted, an adjustment for ICAO, and I was asking if we might have a report on the work of ICAO during the past year. I think we should have that before we approach these two items.

The WITNESS: Would you like to consider them together?

Mr. FLEMING: Yes.

The WITNESS: We only have a very brief memo here and none of the people who have actually been doing administrative work in relation to it are present. I might say that Mr. Moran is getting married tomorrow, but he will be available as soon as he returns and we will be glad to arrange for him to appear before the committee and give you an account of that work, if you would not mind waiting for his return.

The ACTING CHAIRMAN: When do you expect him back?

The WITNESS: A week or ten days.

Mr. FLEMING: This ICAO is a very important organization and I think we should have a report on the work it is doing.

The WITNESS: If you have a meeting next week we could have him here to deal with that.

Mr. FLEMING: Perhaps we could have someone from Mr. Howe's department. I would not suggest that we subpoena Mr. Howe though.

Mr. HARRIS: Since this is an item in which we are obliged to provide a delegation it seems to me that we have to be held responsible for seeing the delegation. We might have someone from Mr. Howe's department come and tell us what they are doing.

The WITNESS: Actually there are not in the estimates any items for provisions to ICAO. We have not yet got our assessment for the current year and that will mean that it will have to go into the supplementary estimates.

The ACTING CHAIRMAN: Perhaps we could pass the item and if there are any questions we can come back to it on the general item of departmental administration which has not been finished.

Mr. FLEMING: I would ask the chairman for a report on it. I think it is a matter of importance which warrants a report on the work of ICAO during the past year.

The ACTING CHAIRMAN: Would you suggest it stand?

Mr. FLEMING: This particular item, yes.

The ACTING CHAIRMAN: Perhaps we then can go on to the next item, allowing this one to stand, and that will be 59, Canadian section of Canada-U.S. Permanent Joint Board on Defence. Are there any questions on that?

Mr. FLEMING: What are they doing now?

Mr. BAKER: It is a very small amount.

Mr. FLEMING: Yes, it has almost vanished.

The WITNESS: This just pays the travelling expenses of the Canadian representatives on the board.

Mr. FLEMING: But there are certain grants?

The WITNESS: External Affairs and other departments such as the Army, the Air Force and Navy provide the personnel. Just travelling expenses are provided for in this item.

The ACTING CHAIRMAN: Under what item would members of parliament be able to find out exactly what the work of the Canadian section of the Canada-U.S. Joint Board on Defence is. Mr. Fleming asked that question.

The WITNESS: I cannot think of any. It is an organization which has no power to do anything except recommend. It does not incur expenses as such, other than these travelling expenses.

Mr. FLEMING: How often are they meeting anyway? Where do they meet?

The WITNESS: The places of meeting vary, they may be anywhere in Canada or anywhere in the United States. I think these meetings take place once a month. Probably Mr. Escott Reid could tell us something about that.

Mr. ESCOTT REID: I am sure, Mr. Chairman, if the committee desire him to do so General McNaughton would be glad to appear before you and speak about the work of the Atomic Energy Commission, and at the same time have questions addressed to him about the work of the Joint Board of Defence. As you know, he is chairman of the Canadian section.

Mr. FLEMING: We had two very interesting days with Mr. McNaughton last year. He might have some information this year in the light of what has happened on the Security Council.

The ACTING CHAIRMAN: What is the wish of the committee with respect to that?

Mr. GAUTHIER: I suggest we carry the item.

The ACTING CHAIRMAN: Are you prepared to carry the item on the understanding that General McNaughton will be before the committee on this or a collateral subject?

Some Hon. MEMBERS: Carried.

The ACTING CHAIRMAN: On vote No. 60, to provide for relief of distressed Canadian citizens abroad.

By Mr. Fleming:

Q. Could we have an explanation of that?—A. This item 60, prior to last year was provided for by the immigration branch of the Department of Mines and Resources. As we now have more offices abroad it has been transferred to our department and is largely administered by the people in our missions. It takes care of cases where a Canadian becomes stranded in any country of the world and is not physically capable of being put on a boat and made to work his way back. This is one vote over which we exercise very strict supervision and only where there is no other way is relief given under this vote. He does not get it if he is capable of working and if work can be obtained for him in the country in which he finds himself he has to take it. However, the purpose of this vote is to enable the Canadian who is stranded abroad to get back

to this country. An undertaking is always required from the individual concerned to repay, and also where possible we get in touch with relatives in Canada asking them also to repay any expenses which are incurred.

By the Acting Chairman:

Q. What is your experience with repayments?—A. I should think that usually if you can't get the money in advance you don't get it back afterwards. We often get in touch with relatives in Canada, if there are any, to deposit \$250 to defray estimated expenditures, and if you do not get payment in advance, usually you do not recover.

The ACTING CHAIRMAN: Any further questions in item 60?

Carried.

61—Canadian representation at international conferences.

Mr. PINARD: I am sure you will want to have an explanation of that.

By Mr. Fleming:

Q. Yes, a breakdown.—A. Actually it is pretty well impossible to give a detailed breakdown in advance. Mr. Hernsley is just looking to see if we have the details of our expenditures for last year.

Q. Last year expenditures were considerably more than your estimates—no, no; you estimated \$400,000 last year and you expended \$382,685.22?—A. Yes.

Q. You do not expect as many conferences this year?—A. Last year I think it cost just about \$100,000 for the trade conference in Geneva and the subsequent one at Havana which went on the whole twelve months of the year. There will not be any such conferences this year. And this vote paid all the expenses of the very large Canadian delegation both in Geneva and in Havana. I am afraid that all I have here is a breakdown to September 30, the expenditures from April 1 to September 30, the first six months of the year. If you like I will get our treasury officer to prepare a breakdown for the full year and have it for you at the next meeting.

Q. This is a very large item and I suggest that the committee will wish to have a breakdown of the expenditures of this item for the previous fiscal year and a further breakdown of the estimates for the current fiscal year.—A. The estimates for the current fiscal year are made in precisely the same way that our estimates for the last year were made; and I think you asked for the same information, if I recall it, at our meetings last year; but really it is impossible to know even now, let alone last November when this item was prepared, exactly what conferences will be taking place or what the size of the Canadian delegations will be. What you really have to do is to take the over-all picture of what you have spent on conferences the year before and, knowing the major conferences which it is probable will take place, then decide—really it is a matter of an informed guess—as to what is a safe amount to cover next year's conferences. Last year I must admit our guess was a little too close for comfort because we only had \$18,000 out of \$400,000 at the end of the year. One more conference sprung on us would have meant we would have been short of funds. I think the fact we have cut that by \$100,000 this year shows we are not asking for an overly generous amount, because this will cover the Canadian delegation to the assembly, to UNESCO meetings, to all the various meetings of one kind or another.

By Mr. Harris:

Q. Mr. Matthews, I assume you have in mind now certain conferences where Canada will be represented?—A. Yes, there is a very long list of conferences.

Q. I think that is what Mr. Fleming has in mind.—A. I can give you those. It would be very difficult to give dollar amounts opposite each one of them.

Mr. FLEMING: Probably we can ask our questions more intelligently on this item after we see the breakdown of expenditures last year and this list of contemplated conferences for the current fiscal year.

The WITNESS: I would be glad to bring that as soon as it can be prepared, a detailed statement.

Mr. FLEMING: We might leave that for the moment.

By Mr. Dickey:

Q. Would this include any possible commonwealth conference? I see the item says "international conferences."—A. No, that would include any conference, a commonwealth conference as well as one with foreign nations.

The VICE-CHAIRMAN: Is it the desire of the committee to let the item stand pending the production of the detailed statement on which questioning can then take place? (Agreed).

I think, Mr. Fleming, you were asking some questions with respect to item 63 and item 64, but before we go on to the United Nations perhaps we might call item 63, the Imperial Economic Committee.

By Mr. Fleming:

Q. You will recall at the last meeting I was referring to the discussion we had in the committee a year ago on these two items. We were told then by one of the witnesses that there were important conferences planned to be held in London last summer with respect to both the Imperial Economic Committee and the Imperial Shipping Committee, and they might have a bearing on the determination of the continued existence of those two bodies. I did not see any publicity at all attached to those meetings in London last year, and I wondered if we might be allowed to know something more about them.—A. Miss Burwash of the economic division is here and can tell us what these organizations have been doing during the last year. I think the actual conferences were cancelled. If you would like it Miss Burwash can take over.

The VICE-CHAIRMAN: We welcome Miss Burwash taking over; I am sure the committee would be glad to have her give as much information as she can. Are there any questions of Miss Burwash?

Mr. FLEMING: Probably we had better let Miss Burwash do the talking and tell us about these two items, what the two bodies have been doing, and where these conferences are going to be held this year.

Miss H. D. BURWASH: The bodies are continuing bodies that work all the time. I think perhaps it is not strictly accurate to speak of conferences being held. Their work is under review all the time, and particularly as far as the Commonwealth Economic Committee is concerned. They have changed their name in the last year. They are now referred to as the Commonwealth Economic Committee and the Commonwealth Shipping Committee. As far as the Commonwealth Economic Committee is concerned its work is under review all the time because to a certain extent it does something of the same kind of thing as the Food and Agriculture Organization will be doing more and more of as time goes on. The usefulness of the work done by the Commonwealth Economic Committee is scrutinized from that point of view as to whether the Food and Agriculture Organization may tend to replace it in time.

The Commonwealth Shipping Committee has a special function of its own. It is not really covered by any other organization. It does study shipping problems within the commonwealth itself. It is an organization in which representatives of the commonwealth governments sit, and in which representatives of

shipping concerns and of merchants who use the shipping services, and of all business interests concerned, also cooperate in the work. It has studied a number of problems of interest to Canada since it was founded back in 1920, and has done a good deal of work on marine insurance rates. As a result of its efforts the Hudson Bay Marine insurance rates were dropped at one time. It is at the present time studying the British West Indies shipping services, examining the need for services, and how well they are being met.

Mr. BAKER: These are largely travelling expenses because it is not a very large item?

Miss BURWASH: No, Canadian representation on both committees is met from Canada House in London, so there are no travelling expenses involved. It is the expense of the secretariat and considerable research work they do, and in the case of the Commonwealth Economic Committee of their publications. They have a regular series of publications, a commodity series, and what they call their economic intelligence series, which give up to date information on business conditions at regular intervals.

Mr. BAKER: Then the representatives of the marine insurance companies and the shipping interests have to come gratis; there is no remuneration for them?

Miss BURWASH: No, they come in of their own interests.

The VICE-CHAIRMAN: Who are the representatives from Canada on the Commonwealth Economic Committee?

Miss BURWASH: Mr. Hudd, who is official secretary of Canada House, is our senior representative, and Mr. Bryan who is commercial counsellor there, is our second representative.

The VICE-CHAIRMAN: All our representation is taken from Canada House?

Miss BURWASH: Yes.

The VICE-CHAIRMAN: Does that apply also to the Commonwealth Shipping Committee?

Miss BURWASH: Yes. Mr. Bryan is our representative on the Commonwealth Shipping Committee.

The VICE-CHAIRMAN: Any other questions?

Mr. DICKEY: Do the Canadian private interests have any representation on the Commonwealth Shipping Committee, the ship owners?

Miss BURWASH: Private owners can bring up matters if they so wish, and if there is any matter that would be of interest to Canadian shipping interests it would be up to them, I think, to request to be heard. There is no continuing representation.

Mr. DICKEY: Private interests are not represented on the Commonwealth Shipping Committee?

Miss BURWASH: No, I do not think there is any continuing representation from private interests. They appear when their interests are affected.

Mr. DICKEY: Do they publish reports?

Miss BURWASH: When they have completed an investigation; they used to come out in the form of British white papers, or something similar.

Mr. DICKEY: It is an official publication of the British government.

Miss BURWASH: Yes. I do not think there has been anything done since the war; they have not published anything.

Mr. FLEMING: These two amounts are not very large. I suppose the two committees have permanent secretariats?

Miss BURWASH: They have small permanent secretariats in London.

Mr. FLEMING: You say there has been no report issued by either committee since the war?

Miss BURWASH: I did not mean exactly that. The Commonwealth Economic Committee has resumed its prewar publications, and has a regular series, a series of studies on commodities, wool, dairy products, and other commodities, and a regular series of market intelligence and economic intelligence reports. The Commonwealth Shipping Committee studies one problem as a whole. It may confine itself to one single problem at a time, and it does not publish the results until it has completed the investigation of that problem, like a royal commission report.

Mr. FLEMING: In what proportion do the member nations of the commonwealth contribute to the expenditure?

Miss BURWASH: They set an over-all budget, and it is divided up into a number of units. The United Kingdom looks after the colonial empire as well. I am afraid I have not the exact figures. I think the United Kingdom is something like 30 units where Canada would be 16. Canada has the second largest number of units and the other countries of the commonwealth in diminishing proportion down to Newfoundland with one.

Mr. FLEMING: That applies to both committees? Canada is contributing 16 per cent of the total expenditure?

Miss BURWASH: Not 16 per cent, 16 units out of 50, where the United Kingdom would be about 30.

Mr. FLEMING: Out of 50?

Miss BURWASH: Yes.

Mr. FLEMING: Canada is contributing about 32 per cent of the total?

Miss BURWASH: Yes. I am afraid I do not know the exact total of the number of units. I did not bring the figures with me.

The VICE-CHAIRMAN: If there are no further questions on those two items we will pass on. Are there any other questions? We will carry items No. 63 and 64. At the same time, perhaps we might also ask the committee to carry number 53 which we finished discussing at the last meeting but I believe it was not formally passed.

Item 53 carried.

I will now call number 62, the United Nations vote. Before this discussion however, I wish to express the committee's thanks to you, Miss Burwash, for the very clear way in which you have answered the questions during your examination.

I have been discussing this matter with Mr. Harris and have to advise the members that the United Nations report has not yet been printed. We rather expected it would be ready tonight but it has not been returned from the printer. We are hopeful that it will be in the hands of the members by Wednesday night of this week. I think perhaps it would be best to delay a detailed discussion of that report and any statements which might be made by Mr. Riddell until such time as the report has been received. In view of the fact this item is the assessment which this country must pay to the United Nations organization perhaps we might confine ourselves to only that phase. After that discussion we might decide to adjourn or to take another item. If that meets with the wishes of the committee I think it would perhaps expedite matters because without the report I do not think we could hope to give the attention to this item which the committee would otherwise desire to give. With Mr. Matthews as the witness, we might put questions with respect to the assessment which this item actually covers.

The WITNESS: Mr. Chairman, this is the payment of Canada's portion of the total budget of the United Nations for the year. The total budget worked out by the budget committee of the United Nations is \$34,825,195, U.S. funds. Canada's share is 3.2 per cent of the budget or \$1,090,030, U.S. funds, which in Canadian dollars at $\frac{1}{2}$ of 1 per cent premium amounts to a sum within a few dollars of that mentioned in the estimate, namely \$1,095,000.

Mr. FLEMING: There is no change in the Canadian percentage? There is only a change in the total budget?

The WITNESS: It is the same percentage as we contributed last year.

By Mr. Dickey:

Q. What about the plans for building and establishing the permanent home of the United Nations?—A. I have not got the actual budget in front of me but I understand that this does include a portion of the building cost.

Q. Does it include any expenses in connection with drawing of plans for necessary development?—A. Yes.

Mr. FLEMING: Is the whole of that United Nations building budgeted this year? I understand that it is about \$70,000,000?

The WITNESS: No, it is being spread over a period of years.

Mr. RIDDELL: The financial arrangements for financing the United Nations headquarters have not yet been made. The present arrangement is that construction will go ahead on the basis of a loan provided by the United States government. That loan has been provided by the administration of the United States and is before Congress. The loan will be paid off over a period of years through contributions by the member nations. Detailed arrangements for the repayment of that loan by the United States have not yet been made in final form.

Mr. DICKEY: What is the amount of the loan?

Mr. RIDDELL: Approximately \$60,000,000.

Mr. FLEMING: Is any part of that included in this year's budget of the United Nations?

Mr. RIDDELL: May I answer that question when I have the report before me?

The VICE-CHAIRMAN: May I ask one or either of the gentlemen whether there has been any change in the percentage contributed by the various powers during the last fiscal year as compared or contrasted with the previous year?

Mr. RIDDELL: The contributions were continued on the same basis at the last session of the Assembly.

The VICE-CHAIRMAN: So the United States still pays approximately 39 per cent, Britain 12 per cent, Russia 6 per cent, and Canada pays a little over 3 per cent?

Mr. RIDDELL: Approximately.

The VICE-CHAIRMAN: Are there any other questions with respect to our contribution to the United Nations? We will allow this item to stand until we get the report. I think we might revert, if the committee is agreeable, to number 54 and ask the officers to answer Mr. Fleming's question with respect to cost of living allowance.

The WITNESS: I have the table of allowances before me now.

Mr. FLEMING: Would it not be simpler to put the table on the record?

The WITNESS: Yes, we could put the table on the record.

Mr. FLEMING: Would it not be better to do that, Mr. Chairman? It is apparently a table and it will be a little difficult to follow if it is just read.

The VICE-CHAIRMAN: Yes.

The WITNESS: I would like to make one comment on that table because it is not too easy to understand the true value of an allowance payment in dollars which appears to be a very large amount of money. We find some

difficulty on the part of some of our people when they are posted abroad because when they see these very large sums in dollars coming to them for allowances they jump to the conclusion that they are going to be very well off, forgetting that by far the greater part of this sum of money is required to meet the higher cost of living at that post as compared with Ottawa. We have quite recently written a letter to all our junior officers abroad explaining just what they should be able to expect to do with their allowances. It is a letter that will also be handed to each officer as he proceeds abroad and I would like to read some extracts from the letter which should be considered along with the table. This is what we said to them:

To get a true picture, the junior officer should know what his dollar income would be at a post where the cost of living is exactly the same as in Ottawa. Any additional sum of dollars he receives, above what would be paid at such a post, will only enable him to meet the higher costs and will not help him to live on a higher standard. The position of a foreign service officer grade 1,—

That is a third secretary.

—receiving a salary of \$2,700 a year at this theoretical post would be as follows and, in so far as we can do so, we have adjusted allowances to make purchasing power the same at all other posts.

The living and representation allowances of a married foreign service officer grade 1 would be \$1,692 a year, and of a single foreign service officer grade 1, would be \$1,128. In addition, at present, a married man with no children would receive a benefit of \$210 from income tax exemption and a single man \$360. This means that in terms of Ottawa costs the married foreign service officer grade 1 has greater spending power than his opposite number in Ottawa of \$1,902 per annum or \$158 per month, and the single foreign service officer grade 1, \$1,488 per annum or \$124 per month.

We then went on in this letter to point out the extra spending we would expect of this junior officer to incur if he were posted abroad rather than in Ottawa. We would expect him to undertake a certain amount of representational work. He would also have to attend many more functions with the extra expense of owning more clothes, more laundry, more transportation to and from these functions. If he happens to have a family, he would have more expenses for sitters or servants. Then, we concluded our memorandum by pointing out that the man abroad is able to meet these additional expenses but, really, has very little left over for a generally higher standard of living. Even though his allowance may be right at the top of the scale, that really means no more in spending power than this \$158 a month would at Ottawa cost levels.

Q. I understood that the allowance was simply to try to equalize his actual living costs abroad, with those prevailing in Ottawa?—A. There are two factors—

Q. —and it did not have anything to do with entertainment or his participation in his duties abroad?—A. There are two factors. We assume, if he were living at a post that had exactly the same cost level as Ottawa, he would need a certain amount more per month; that is what you might call the representational factor in this allowance. Then, we weigh his salary, plus that basic allowance, according to the cost of living at the post. Therefore, it has both the cost factor and the representational factor.

Q. How are they weighted? Did you not say they were weighted?—A. The Dominion Bureau of Statistics prepares an index for each post, showing what the cost of living is at that post. We assume that 70 per cent of the basic salary

and allowance is spent on the post and 30 per cent in Canada. That 70 per cent is weighted according to the index prepared by the Dominion Bureau of Statistics.

By Mr. Harris:

Q. Is that applied to both what you call the representational allowance and cost of living allowance?—A. It applies to both, yes, because the representational allowance will be very largely spent at the post.

By Mr. Fleming:

Q. In those figures, how do you separate the representational allowance from the cost of living allowance?—A. You do not. It is all in one lump sum.

Q. How does the department approach the two items? You look at an item, there—it is a little hard to ask this question without seeing the table. How much are we assigning to cost of living and how much to representation?—A. It is really impossible to sort out the two. When we were preparing this scheme, which we did with representatives of the Controller of the Treasury, the Treasury Board, the Department of Trade and Commerce, the Dominion Bureau of Statistics and ourselves, we tried to attack the problem from that point of view. We found we just could not do it. To permit a person even to do a modest amount of entertaining, he probably had to have a slightly larger house. He probably had to have more maid service than otherwise would be the case. To separate part of his rent or heat or light as applicable to entertainment, you just cannot do it. Your representation, to a certain extent, necessitates a different standard of living, and you cannot sort out the part of the living costs made necessary by that higher standard. Part of it will be your normal living costs.

Q. You do expect these junior Canadian representatives to carry out representational duties?—A. Yes, as I say, on a modest scale. The further up the ladder a man is the more you will expect him to do.

Q. What do the figures look like, Mr. Matthews? Is the table very long?—A. Yes, it is quite long. It is not a complete table because the Dominion Bureau of Statistics has not been able to prepare allowances for every post. You will find some of our posts missing.

For instance, a married foreign service officer grade 1 who is the person I suggested, if he were in a place with a cost of living equal to Ottawa, would get \$158 a month. They vary from a low of \$1,500 a year in Lima to a high of \$7,500 a year in Caracas.

Q. Is that an allowance or the allowance and salary combined?—A. No, that is an allowance. Caracas costs according to this, somewhat over three times as much to live in as Lima, and the allowance is to take care of that spread in costs in both your salary and what you would call your basic allowance.

Q. Let us say a foreign service officer grade 1, who has a salary of about \$1,900 a year— —A. No, his salary ranges from \$2,700 up to around \$3,500.

Q. \$2,700 to \$3,500 would average around \$3,000 and he receives an additional \$7,500?—A. Yes, and that will only let him live on a basis equal to that possible in Ottawa with an extra \$1,800 over and above his salary, according to our computation because the cost of living is so fantastic in Caracas.

Q. What commensurate benefits are we getting from representation at Caracas, this place where the cost of living is so fabulous?—A. I do not think \$1 spent in Caracas for representation gives us the same value as a \$1 spent in Washington. You will remember that \$1 spent in Caracas probably buys one-third what it will buy in Washington.

Mr. HARRIS: I do not think Mr. Fleming suggests we should withdraw our representation until the cost of living is reduced somewhat?

Mr. FLEMING: The time might come when the cost of representation does out run any resemblance to value.

The WITNESS: I might point out that in Caracas, between the two departments, Trade and Commerce and ourselves, there is one foreign service officer.

By Mr. Winkler:

Q. Have you the Chinese figure?—A. No, it has been completely impossible to establish any figures for China. They vary so much from day to day.

By the Vice-Chairman:

Q. I take it a good deal of this money is spent for entertainment purposes and things like that which go with the normal functions of the diplomat?—

A. Well, in the junior grade, a very small per cent would be spent on entertainment expenses. It is really living costs. As you get into the senior grades, you expect these senior men to undertake a great deal more entertaining.

Q. If you do not mind, I should like to make an observation with respect to that.

One thing the United Nations might very well take into consideration some time is the calling of a truce on the question of entertainment all across the board. I fancy Canada cannot very well take the lead in that connection because it is a very competitive affair internationally. However, I think we might at least call some kind of a halt to the expenditures, since all nations seem to be vying with each other and trying to outdo one another in connection with entertainment. I very greatly doubt the over-all value of such big expenditures. I fancy that some of it has to be done, but I think it is very easy on a competitive field like that for small nations to find themselves in the very difficult position of having to spend money quite out of line with their domestic conditions at home.

Mr. PINARD: In other words, we should just let them entertain us for a while.

The VICE-CHAIRMAN: No. I do not think we should be entertained any more than we should entertain, but I think that perhaps there should be a truce across the board on the whole matter, and I think it would be of benefit to international affairs in general.

Mr. HARRIS: May I ask you if you belong to the society for the prevention of tipping?

The VICE-CHAIRMAN: I think this is something that has been in the minds of some people for a few years.

Mr. GAUTHIER: I believe that entertaining is absolutely necessary because I recall that Talleyrand, the great French diplomat, did most of his work by way of entertaining. I think it is pretty hard to stop entertaining altogether.

The VICE-CHAIRMAN: Now, gentlemen—

The WITNESS: Mr. Chairman, Mr. Riddell said he would like to say just a word in response to your statement with regard to the United Nations.

Mr. RIDDELL: Mr. Chairman, I might say a word or two on the point which you raised. You made some reference to the United Nations in introducing your reference to the subject. I think there is a tendency, and it was shown at the last assembly, to reduce the extent of the cost of entertainment that took place. I think a certain amount of entertainment is inevitable at any big international gathering—

The VICE-CHAIRMAN: Quite.

Mr. RIDDELL: —and any Canadian delegation will have to participate to a certain extent. It has, however, been a principle of Canadian delegations that such entertaining as the delegation does shall, if at all possible, be done in such

a manner that it will contribute to the usefulness of the work of our delegation in making easy the contacts of the members of the delegation with members of other delegations and thus giving members of the delegation opportunities to discuss with people with whom they have close working relations, the particular subjects which are under consideration.

It is not possible to do that in all circumstances. I think it is quite correct to say that as far as it is possible in the administration of Canadian delegations at international conferences entertaining is done with a view to its utility in the work of the delegation.

The VICE-CHAIRMAN: Mr. Riddell, I am very grateful to you for your explanation, because I can recall that in the few conferences of this kind I have attended the Canadians deserved a great deal of credit on that score; because they have not tried to keep up with the Jones as some other countries did. My remarks were directed more particularly to some of the other nations rather than to ourselves; because I think we have used a good deal of common sense in connection with delegations I have been with, and it seems to me that we are not open to much criticism in that connection. However, I think on the general score it would be wise for the nations to consider the whole problem from the over-all point of view.

Now, Mr. Fleming, would you like to move that this schedule be printed as an appendix to our record?

Mr. FLEMING: Yes.

The WITNESS: Mr. Chairman, I should like to take this schedule back to the office because there is at least one row which needs amending, and when that has been amended I will have it placed in the record.

(See Appendix "A").

The VICE-CHAIRMAN: Now, gentlemen, we have reached the end of our discussions for tonight. Pending the production and the printing of the United Nations report, which we hope will be in our hands by Wednesday night, if it is agreeable to committee perhaps we will leave the calling of the next meeting to the chair; but I would ask you to be prepared to meet at 8.30 on Wednesday night if we are prepared at that time to proceed with the United Nations matter.

The committee adjourned.

APPENDIX "A"

LIVING AND REPRESENTATION ALLOWANCES FOR
FOREIGN SERVICE OFFICERS ABROAD

F.S.O. RANK	1		2		3		4		5 & 6	
	M* \$	S† \$	M \$	S \$	M \$	S \$	M \$	S \$	M \$	S \$
Ankara.....	4,260	2,856	5,100	3,420	5,976	4,008	6,888	4,620	7,944	5,328
Berne.....	3,864	2,592	4,620	3,096	5,424	3,636	6,252	4,188	7,176	4,812
Bogota.....	4,224	2,832	5,052	3,384	5,916	3,960	6,828	4,572	7,860	5,268
Bombay.....	3,864	2,592	4,620	3,096	5,424	3,636	6,252	4,188	7,176	4,812
Brussels.....	3,744	2,508	4,488	3,012	5,256	3,516	6,060	4,056	6,948	4,656
Buenos Aires.....	3,420	2,292	4,104	2,748	4,812	3,228	5,544	3,720	6,336	4,248
Cairo.....	4,344	2,916	5,184	3,468	6,084	4,080	7,020	4,704	8,100	5,424
Canberra.....	1,620	1,080	1,992	1,332	2,340	1,572	2,664	1,788	2,916	1,956
Capetown.....	2,304	1,548	2,796	1,872	3,276	2,196	3,756	2,520	4,212	2,820
Caracas.....	7,596	5,088	9,000	6,036	10,536	7,056	12,204	8,172	14,268	9,564
Chicago.....	3,024	2,028	3,636	2,436	4,260	2,856	4,908	3,288	5,580	3,744
Copenhagen.....	3,468	2,328	4,152	2,784	4,872	3,264	5,604	3,756	6,420	4,296
Detroit.....	3,024	2,028	3,636	2,436	4,260	2,856	4,908	3,288	5,580	3,744
Dublin.....	2,904	1,944	3,492	2,340	4,104	2,748	4,716	3,156	5,352	3,588
Glasgow.....	3,096	2,076	3,732	2,496	4,380	2,940	5,028	3,372	5,736	3,840
Guatemala.....	3,096	2,076	3,732	2,496	4,380	2,940	5,028	3,372	5,736	3,840
The Hague.....	3,300	2,208	3,972	2,664	4,656	3,120	5,352	3,588	6,108	4,092
Havana.....	3,864	2,592	4,620	3,096	5,424	3,636	6,252	4,188	7,176	4,812
Johannesburg.....	2,616	1,752	3,168	2,124	3,720	2,496	4,260	2,856	4,812	3,228
Kingston.....	2,496	1,668	3,024	2,028	3,552	2,376	4,068	2,724	4,584	3,072
Leopoldville.....	3,540	2,376	4,248	2,844	4,980	3,336	5,736	3,840	6,546	4,404
Lima.....	1,500	1,008	1,848	1,236	2,172	1,452	2,472	1,656	2,676	1,788
Lisbon.....	3,420	2,292	4,104	2,748	4,812	3,228	5,544	3,720	6,336	4,248
Liverpool.....	3,096	2,076	3,732	2,496	4,380	2,940	5,028	3,372	5,736	3,840
London.....	3,096	2,076	3,732	2,496	4,380	2,940	5,028	3,372	5,736	3,840
Los Angeles.....	3,216	2,160	3,876	2,592	4,536	3,036	5,220	3,492	5,964	3,996
Melbourne.....	1,380	924	1,704	1,140	2,004	1,344	2,280	1,524	2,448	1,644
Mexico City.....	3,300	2,208	3,972	2,664	4,656	3,120	5,352	3,588	6,108	4,092
New York.....	3,024	2,028	3,636	2,436	4,260	2,856	4,908	3,288	5,580	3,744
Oslo.....	3,216	2,160	3,876	2,592	4,526	3,036	5,220	3,492	5,964	3,996
Port-of-Spain.....	2,544	1,704	3,072	2,064	3,600	2,412	4,140	2,772	4,668	3,132
Prague.....	3,264	2,184	3,924	2,628	4,596	3,084	5,292	3,540	6,036	4,044
Pretoria.....	2,616	1,752	3,168	2,124	3,720	2,496	4,260	2,856	4,812	3,228
Rio de Janeiro.....	3,144	2,112	3,780	2,532	4,428	2,964	5,100	3,420	5,808	3,888
St. John's.....	3,384	2,268	4,056	2,712	4,764	3,192	5,484	3,672	6,262	4,200
Santiago.....	2,340	1,572	2,832	1,896	3,324	2,232	3,816	2,556	4,284	2,872
Sao Paulo.....	3,300	2,208	3,972	2,664	4,656	3,120	5,352	3,588	6,108	4,092
Singapore.....	3,708	2,484	4,440	2,976	5,196	3,480	5,988	4,008	6,876	4,608
Stockholm.....	3,780	2,532	4,536	3,036	5,316	3,564	6,120	4,104	7,032	4,716
Sudney.....	1,860	1,248	2,268	1,524	2,664	1,788	3,048	2,040	3,372	2,256
Washington.....	2,940	1,968	3,540	2,376	4,152	2,784	4,776	3,204	5,424	3,636
Wellington.....	1,776	1,188	2,184	1,464	2,556	1,716	2,916	1,956	3,216	2,160

* Married.

† Single.

For
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Canada, External Affairs,
Standing Committee on, 1947/48

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(SESSION 1947-1948
HOUSE OF COMMONS

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STANDING COMMITTEE

ON

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Publications

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

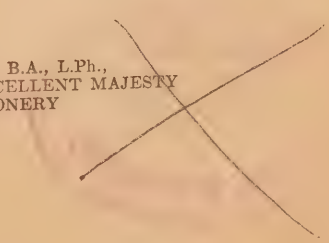
No. 6

WEDNESDAY, JUNE 9, 1948

WITNESSES:

- Mr. Eric W. Morse, National Secretary, United Nations Association in Canada;
- Mr. W. D. Matthews, Assistant Under Secretary of State for External Affairs (Administration);
- Mr. H. O. Moran, Head of the Economic Division;
- Mr. S. F. Rae, Head of the Information Division.

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MINUTES OF PROCEEDINGS

WEDNESDAY, June 9, 1948.

The Standing Committee on External Affairs met this evening at 8.30. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Beaudoin, Benidickson, Bradette, Coldwell, Côté (*Matap-Matane*), Croll, Dickey, Fleming, Gauthier (*Portneuf*), Graydon, Hackett, Harris (*Grey-Bruce*), Jackman, Jaques, Leger, MacInnis, Marquis, Pinard, Reid and Winkler.

In attendance: Mr. Eric W. Morse, National Secretary, Major General E. L. M. Burns, Member of the National Executive, United Nations Association in Canada and Messrs. W. D. Matthews, Escott Reid, S. D. Hemsley, H. O. Moran, Head of the Economic Division, S. F. Rae, Head of the Information Division, Hume Wright of the External Affairs Department.

Item 57 was called.—Grant to the United Nations Association in Canada.

Mr. Eric W. Morse was called. He made a statement on the work of the United Nations Association in Canada and was examined thereon.

Mr. Morse was retired.

After a further discussion on the establishment of a National Commission on UNESCO, Mr. Fleming gave the following notice of motion:

That this Committee request the Government to appoint a National Commission in accordance with Article VII of the Constitution of the United Nations Educational, Scientific and Cultural Organization.

The Chairman read a letter from the Chairman of the International Relations Committee, National Arts Council under date of May 29 last favouring the establishment of a National Commission on UNESCO and requesting an appearance before the Committee.

The question of hearing representations from the Canadian Arts Council either in the form of an oral or a written submission was referred to the Steering Committee.

Mr. Matthews was recalled. He read a statement embodying information requested at the previous meeting by Mr. Fleming in relation to International Conferences. He was granted leave to make corrections in a previous statement printed in the minutes of proceedings and evidence as Appendix A (Page 123). He was questioned thereon.

Mr. H. O. Moran was called and examined on item 58, particularly with reference to the International Civil Aviation Organization.

Mr. Moran was retired.

Mr. S. F. Rae was called. He made a statement outlining the work of the Information Division and was examined thereon.

Mr. Rae was retired.

The question of inviting General MacNaughton, Canadian representative of the Security Council to appear before a Joint meeting of the Senate and House of Commons Committees was referred to the Steering Committee.

At 10.55, the Committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
June 9, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: Gentlemen, I will now call the meeting to order. Before we proceed, may I say you have no doubt realized that of my own volition I undertook a mission of mercy and I have returned minus a few feathers but with my spirit unbroken. I should like to take this opportunity of thanking our worthy Vice-Chairman for the fine work he has done. Several of the members reported to me that he had done better than I could have done, so I must thank him for his fine effort.

I should also like to take this first opportunity of complimenting Mr. Reid on his appointment as parliamentary assistant.

I know no one will have any objection if we call as our first witness Mr. Eric W. Morse, National Secretary, United Nations Association in Canada. Major General E. L. M. Burns member of the National Executive is also in attendance. I suppose this matter comes under item 57. After Mr. Morse has made his opening statement, I presume he will be open to questioning by members of the committee. You may remain seated if you desire, Mr. Morse.

Eric W. Morse, National Secretary, United Nations Association in Canada, called:

The WITNESS: Mr. Chairman, I understand I may remain seated and be less formal. I was requested by the United Nations Association in Canada to seek permission to come before your committee to make a brief representation on two matters. I thank you for the opportunity you have given me to come before you.

The first of these matters concerns a national commission in Canada for UNESCO, and the second point concerns the annual grant, if that is open for discussion, to the United Nations Association. I am going to speak very briefly, leaving it to questions of the members to bring out the points in which they may be particularly interested.

First of all, as to the national commission for UNESCO: it seems to me this question has been up in the House on more than one occasion in the last year. Article 7 of the UNESCO constitution, if I may just quote one sentence says,

Each member state in UNESCO shall make such arrangements as suits its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the organization, preferably by the formation of a national commission broadly representative of the government and such bodies.

I think the purpose in a nutshell is to provide a channel for these highly specialized and proper national bodies to have access to UNESCO and vice versa.

In the United States which, as a federation, I suppose is comparable to our own set of circumstances, the national commission consists of about 100 distinguished American citizens. It has two purposes. First of all, it acts as an advisory body on UNESCO matters to the American government and to the American delegations to the UNESCO Congress; secondly, it is a sort of connecting link between these very distinguished scientific, educational and cultural bodies in the United States, UNESCO and the American government. It is the link between all three. I thought it might be of interest to the committee if I quoted some of the typical organizations in the United States which are embodied in the national commission. There is the American Association for Adult Education; American Association for the Advancement of Science;—this is not an exhaustive list, just a few here and there—American Association of University Professors; University Women; The Chemical Society; American Council of Learned Societies; American Council of Education; American Farm Bureau; the Chamber of Commerce of the United States; the Congress of Industrial Organizations; The Farmers' Educational and Co-operative Union of America; The General Federation of Women's Clubs; The Social Science Research Council; National Research Council; Synagogue Council of America.

As I said a moment ago, the constitution of UNESCO stipulates that such arrangements are to be made as suit the particular circumstances of a specific country. Now, I understand that a national commission for UNESCO or some sort of co-operating agency has now been set up in some 20 of the 41 member states of UNESCO. I do not think we need to go into the whole list here but it is interesting to notice three or four groups of these.

We have, of course, the United States, Britain and France as one group. From western Europe, the following countries have set up national commissions: the Netherlands, Norway and Denmark; from South America, Brazil, Colombia, Peru and Venezuela. Other dominions which have set up these bodies include India, New Zealand, South Africa and Australia. As yet, there is no comparable body in Canada.

The United Nations Association and I, personally, in speaking publicly in Canada have been asked this question repeatedly, why not? Why is there not such a body in Canada? Last year, to give one illustration, at the request of the Department of External Affairs the United Nations Association convened in Toronto a conference of about 70 organizations, national bodies in Canada: the Legion, the National Council of Women, educational bodies, scientific bodies, cultural bodies, the Canadian Arts Council, 70 main representative organizations which we thought, potentially, were interested in the specific question of what should be Canada's share in the vast work of reconstruction in the devastated countries along cultural, educational and scientific lines.

This, of course, led to the setting up of the Canadian Council for Reconstruction through UNESCO, the C.C.R.C. The point I want to emphasize, sir, is that uppermost in the minds of these representatives and hundreds of thousands of Canadians was the question, what are we doing; what can we do in Canada towards setting up a national commission for UNESCO. Now resolutions have been sent from many of those to the government. We too, not having any illusions on the subject of resolutions, have made representations—representations by way of resolutions which we passed at our annual meeting only last month and this resolution I will read because it is brief and it is typical of many of the resolutions.

The annual meeting reaffirms the earlier resolutions of the association advocating the establishing of a national co-ordinating body for UNESCO in keeping with the terms of Article 7 of the UNESCO Constitution: and

—considers that only through such a national co-ordinating body can the interested Canadian agencies, including this association, co-operate effectively in the many activities of UNESCO which concern Canada.

My association does not put this forward as being a commitment that Canada has failed to honour. We realize, as Right Honourable Mr. St. Laurent said in the House that it is permissive and not mandatory—"may set up"—but we do feel in the United Nations Society that it is inaction in view of what is being done in other parts of the world, and it is not worthy of Canada in view of what other nations have come to expect of us in such matters, besides being contrary to the interests of a great number of Canadians. What are the obstacles in the way of setting up a national co-ordinating body? One that is encountered is that education is not a federal matter and provincial prerogatives stand in the way. I think we can all agree that if the provincial departments of education were given adequate representation, and there would be representation, there would be no obstacle. In the minds of the government it seems to be a question of priorities. I quote from the minister's statement in the House when he was asked by a member of this committee what the government was doing. Mr. St. Laurent said: "Unfortunately, for quite a considerable time now there have been problems which, without in any way detracting from the importance of UNESCO, have appeared to the department to be entitled to priority, and have prevented full consideration being given to the appointment of this commission. In the meantime the department is providing the channel of communication between UNESCO and the various educational, scientific and cultural bodies co-operating with the government and with organizations in this country." Mr. St. Laurent says the Department of External Affairs is doing its work. It is no reflection on the department but I think we must emphasize this is only a stop-gap. It is not a solution we deserve and it is not the solution we ought to have in Canada. If the question of priorities is an obstacle can we not do anything in this committee to raise the priorities in this matter? Expanding on our generally phrased resolution, the United Nations Society wants to urge this committee to give consideration specifically to recommending what necessary steps we can take (a) approaching appropriate educational, cultural, and scientific organizations in Canada such as we have stated as well as federal and provincial departments of education, to set up some co-ordinating body; (b) to simply provide a small secretariat. The United Nations Association emphasizes we should feel our way and tread cautiously but we should tread, and we do press for action, if possible, now, since it is three years after San Francisco and a long time has elapsed since we ratified the constitution of UNESCO. On the question of the grant, Mr. Chairman, I do not know whether it is open to discussion and I understand you had a discussion on this matter the last time, but I might say there is a grant made to the United Nations Association in the sum of \$3,000. That is a carry-over from the old League of Nations Society grant. I appeared before this committee in 1946.

Mr. CROLL: The grant is \$5,000 this year.

The WITNESS: When I appeared then I ended with these remarks and I will quote: "I wish also to emphasize our desire for complete independence if possible, in the honest belief that it is in the best interests of this work to be independent at all times. There is, however, a real urgency. We have lost time, and we are continuing to lose time the further we get from San Francisco. The public needs a large educational campaign, which requires a lot of money. If we fail to do what is necessary during the next year or so, we must reassess the whole situation; but we are hopeful that we can continue along those lines.

The most important thing today is that this work has to be done by somebody. If we cannot do it this way we must try by some other."

I do not think it would be appropriate to take the time this evening, since the work of the United Nations Association has been reviewed quite completely before this committee during the last two years, to go into that matter, but I would like to mention the association has considerably improved its financial position since the appearance two years ago. Just the same, our total national budget for this work of public education, for the development of national understanding and public opinion in the form of lectures and so on is only \$20,000. There is, however, a great deal that is not being done because of lack of funds. The educational work in the universities and high schools, the work in the press, which is only just beginning does require funds. We made a request last year, having in mind the fact that we were not getting the voluntary public response which we require, that \$10,000 be the size of the grant but it was still cut to \$3,000. This year, I understand that the item has been put in the estimates at \$5,000. There is a very considerable handicap in that we are prejudicing the work of education by having to go around repeatedly, hat in hand, requesting other organizations and people to supply more money. It may interest this committee to know that in Australia the government has recently raised its grant to \$10,000 to the Australian United Nations Association. I would like to suggest that if anything can be done at this stage the amount of money being spent, even at \$5,000, is not proportionate to the amount of work to be done in this field. I would be very glad now to answer questions.

Mr. REID: I was not present when this gentleman was introduced. What position do you hold at the present time?

The WITNESS: National Secretary.

Mr. HARRIS: National Secretary of the United Nations Association in Canada.

The CHAIRMAN: Are there any questions?

Mr. COLDWELL: What size of staff have you to carry on this important work?

The WITNESS: The national office staff consists of five. We have three permanent secretaries, one in Vancouver, one in Montreal, and one in Toronto. You are referring to paid staff?

Mr. COLDWELL: Yes, paid staff.

By Mr. Croll:

Q. The total budget is \$20,000?—A. About \$20,000.

Q. Which you raise yourself. Does that include the \$3,000 which is given to you by parliament?—A. That includes the \$3,000. The rest, over and above the \$3,000 dominion grant, is raised, a share through memberships and the rest is made up by large corporations. Some of the bigger contributors are Simpsons Limited, Canada Packers, Toronto Elevators. They give us \$500 or \$1,000.

Q. Do the provincial governments give you any grants?—A. None whatever. We do feel that we do not want too much money for obvious reasons. When dealing with public opinion it is not well to have too heavy an appropriation and it is well to be reasonably independent, but we do need more money.

By Mr. Reid:

Q. What countries have you in mind?—A. This is public opinion in Canada. It is developing informed public opinion in support of United Nations and international co-operation in Canada through every means we can, radio, movies, meetings, discussions, speakers' bureaus.

By Mr. Croll:

Q. \$10,000 out of \$20,000 would be a little disproportionate for a body such as yours having in view what you said a minute ago.—A. I do not think so. You see our budget has gone first from \$7,000 to \$15,000 and last year to \$20,000. I think there is a reasonable chance of our making it close to \$30,000. Out of that budget \$10,000 would not represent more than one-third, and I do not think it would be disproportionate. I would not like the committee to look upon it as a regular grant permanently for that, but sort of a pump-priming proposition.

Q. That is not our experience. You will be back next year asking for \$12,000.—A. I do think the urgency is particularly great right now. It is publicity work.

By Mr. Reid:

Q. What did you say they were doing in the United States along the same lines?—A. The work I was discussing in the United States first of all was the national commission for UNESCO. Now we have switched to the work of the United Nations Association.

Q. I would think people there would need more education than our people here.—A. They have their own association there.

By Mr. Coldwell:

Q. Can you tell us something of what you do in the way of issuing informational material like you issue a bulletin?—A. Yes. What is issued by the association on that limited budget is pretty small. We put out United Nations News which is a monthly bulletin. I had a copy here a moment ago. This little bulletin of only about 16 pages, the United Nations News, goes out to our membership, and a certain general distribution list. We have started within the last two months to put out a series of releases to weekly newspapers feeling that the weeklies have less newspaper shortage, a little more space and are a little less sensational, and it is meeting with a very good response, on what Canada is doing at the United Nations, particularly in the Security Council and in other fields since we have come into the Security Council. There is a weekly release which goes out to 700 weeklies across the country. Those are the only two things we have produced because production is a pretty heavy item in a budget. That is one of the heaviest things.

Q. That is what I had in mind. On a budget of the description you have mentioned you could not issue very much.—A. No.

Q. You mentioned films. Have you a film library?—A. We use films put out by the National Film Board, imported from the United States, from the United Nations, from whatever source we can on international understanding, other peoples' points of view, not just United Nations but international affairs generally. There is an increasing film library. We distribute films and advertise and recommend films.

Q. Have you any projectors yourself?—A. We have projection facilities in all our branches right across Canada on loan. We do not own very many ourselves. One thing that might interest the committee is that within the last year or so the United Nations Association has stressed more and more that we do not want to get at the people who come to our meetings. We do not want to put on a series of little meetings. When you do that we just get the converted. We want to get it to the people who do not come to those meetings. We want to have speakers' bureaus and go out to other organizations, posters, literature, every means to get to the people who do not ordinarily come into contact with international affairs. That is where we spend most of our efforts and most of our money.

By Mr. Reid:

Q. Have you given any consideration to joining with the National Film Board in its efforts which they have been carrying on in the country districts? There are individuals who undertake to put on films, and if you could educate the common people it might be of some help. I think you should join with the National Film Board instead of starting a new organization.—A. This is not a new organization.

Q. Instead of starting a separate one and running your own show?—A. That is only one very small aspect of it though, and we do try to co-ordinate all these activities.

By Mr. Fleming:

Q. You would be quite prepared to have all members of parliament as members of the association, too?—A. Yes, we would be very pleased.

Q. Would it be embarrassing to ask you how many members of parliament are members of the association?—A. About 25.

Mr. HARRIS: The phrase is not well chosen.

By Mr. Jacques:

Q. Is it merely information or have you a policy of your own you are pursuing? Whatever is happening in the United Nations do you just report the actual proceedings or do you attempt to interpret those along the lines of some policy which you are pursuing?—A. I see there are quite a number present who were not here before, so I will explain the situation. There are two aspects of that work. The first is straight educational work on international affairs, on what is going on at United Nations, on getting to understand other peoples' points of view. To that extent we report what is being done at United Nations in the economic and social spheres, and particularly try to use the lever of Canadian interest in what their country is doing at United Nations. That is one aspect of the work very briefly.

Then there is also the work of giving leadership to Canadian public opinion and tapping Canadian public opinion through large meetings, debating hot issues while they are hot, issues that are before the United Nations, and having meetings across the country and trying to size up what opinion is. There are both aspects to the work.

Q. Then the real idea is to mould public opinion, is it, along certain lines? —A. We find the big obstacle in Canada is that people, as compared to the League of Nations days, are sold generally on international co-operation as being the way out, but it is apathy, not antipathy to the idea of international co-operation we are trying to cope with.

Q. The point I am trying to get at is that in all these international questions as with all national questions there are at least two sides.—A. Yes.

Q. The point I am trying to get at is simply this. Is the idea to present both sides?—A. Yes, definitely.

Q. Without any bias, and leave the public to form their own opinion, or is the idea to mould public opinion along certain lines?—A. We feel Canadian self-interest in the matter of the United Nations is so pointed and so obvious we do not have to mould Canadian public opinion along that line, but we do have to try to get them interested in what their own country is doing and saying, and where hot issues come up we try to give leadership and mould public opinion, but necessarily a small organization like this cannot do as much to mould public opinion as it can to educate public opinion, and inform it and let them form their own opinions. I think if you do attempt to do too much work in this moulding you will not be as broadly based which is necessary in this work, to have all parties, all creeds, all points of view represented. The

understanding of other nations' points of view; international understanding, Canada's foreign policy and our own self-interest all come into that. I think that is more important than the work of moulding on specific issues, but there are both aspects.

By the Chairman:

Q. You are aware of the resolution that was accepted by Canada last fall at Flushing Meadows. Will that run on parallel lines with your organization or will there be any conflicts at any stage of the activities?—A. I am glad you brought up that point as to the recommendation of the United Nations that teaching for international understanding be introduced into the high schools and universities. The United Nations Association is doing all it can as soon as it lays its hands on the funds to set up and, in fact, we have set up an educational committee consisting of members of the association, of the Teachers Federation, of the Canadian Educational Association, and of departments of education across the country to co-ordinate teaching of international understanding and introduce the United Nations as a separate topic on the curriculum on the world point of view into social studies and all other subjects we can, and to work out curricula. There is a very big work to be done there in co-ordinating that across the country.

The CHAIRMAN: Are there any further questions or statements any member of the committee wants to make?

By Mr. Jaques:

Q. What is the ultimate goal of this organization? Is its aim to work for world government?—A. The organization is tied in to an interpretation of what the United Nations is trying to do. To that extent it might be said that world government is the ultimate end in mind; but there is a world government association trying to mould public opinion in Canada toward world government. Now, we are not out for that. We are trying to work toward practical realities, dealing with the United Nations and things as they are.

Q. That is what I meant. When we begin teaching in schools and so forth, when world government would be the fundamental principle of that?—A. I suppose ultimately, but it is primarily international understanding at this stage, and developing the world community itself as a basis for world government. It may be generations off yet, but the immediate basis is for better understanding of the world community and world point of view.

The CHAIRMAN: I do not think teaching in the schools is the idea of publicity of the kind the witness has outlined to us. It is more a matter of information about what the United States is doing for the benefit of schools.

Mr. JAUQUES: Yes, if you put it that way. I understood the witness to say that they were bringing information to the schools and I wondered what his ultimate purpose was. If it is merely reporting what actually happens at the United Nations or whether it is definitely propaganda for a certain object, such as one world government.

The WITNESS: Our propaganda is not for world government, it is for international understanding at this stage.

Mr. CROLL: Propaganda is a hard word to use. You are a home and school club on a large scale. That is all.

Mr. JAUQUES: We might as well be frank about it.

Mr. CROLL: What?

Mr. JAUQUES: I say, we might as well be frank about it.

Mr. REID: This request for a sum of money; \$20,000 wouldn't begin to do it. If you had \$5,000,000, if you are going to educate the people of this country

in foreign affairs, why you are just playing; in my opinion you are wasting time at \$20,000; not scratching the surface for a country with twelve million people.

Mr. CROLL: But we don't want to educate them all in one jump.

Mr. REID: I mean, just getting the information to the people.

Mr. CROLL: They are doing a good job.

Mr. FLEMING: Yes, they are.

Mr. CROLL: And they are only asking for \$10,000 at this time.

The CHAIRMAN: My attention has been called to the fact that this is not the time to discuss the details of the appropriation. It is suggested that members may like to ask questions, and they would be in order at the present time, but we will come to a discussion of the estimate itself at a later stage when we have finished with the witnesses.

Mr. MACINNIS: Mr. Chairman, if we approve of the work of the United Nations Association and what it is attempting to do perhaps the committee will undertake, not that the committee has any power to put anything in the estimates, but perhaps we could make recommendations—

Mr. CROLL: General Burns may wish to be heard yet before we finish.

Mr. MACINNIS: That is O.K., let's hear him too. I think if the committee is of the opinion that the United Nations Association is a voluntary organization and doing worthwhile work in making the work of the United Nations and the desirability of co-operation between or among nations effective then we could suggest to the government that we believe this is a worthy work and that the grant could be raised; they could take our advice or not, as they choose; I think in reporting to the House that the committee could make a report at that time. What is the amount in the estimate, is it \$3,000?

Mr. HARRIS: It is \$5,000.

Mr. CROLL: It was raised from \$3,000 to \$5,000 in the estimates, and Mr. Morse has said that they need \$10,000. Perhaps we could meet them halfway.

Mr. MACINNIS: I would not object to \$10,000; or, split it—say take the \$3,000 and bring it up to \$8,000. I think that the United Nations Association is doing a good work, but it is seriously limited by lack of funds.

Mr. CROLL: Will you move that, Mr. MacInnis?

The CHAIRMAN: I believe it would be better to discuss that in the absence of Mr. Morse.

Mr. CROLL: All right.

Mr. DICKEY: I was wondering how many members you have in your organization now?

The WITNESS: About 5,000.

Mr. COLDWELL: Twenty-five of whom are members of parliament.

Mr. CROLL: We are getting our education on the floor of the House.

Mr. FLEMING: We are getting more than education on the floor of the House.

The WITNESS: We solicit all members of parliament.

Mr. CROLL: You are after them for the want of anything better.

Mr. COTE: Have you made any special canvass of members of the House?

The WITNESS: We have not made a drive to get them. We just feel that members are especially desirable as they are natural leaders of public opinion.

Mr. COTE: What is the relationship between members and your committee?

Mr. HARRIS: The friendliest relations possible.

Mr. COTE: Yes, I know that. I would like to have the answer from the witness.

The WITNESS: Do you mean with this committee?

Mr. COTE: Or, this committee.

The WITNESS: The relationships between the United Nations Association and this committee have always been the very best. I might say so far as the United Nations Association is concerned, we have looked to this committee and have always obtained a hearing here and worked closely with the individual members of the committee. We have officers in the association from this committee.

Mr. FLEMING: Hear, hear.

The WITNESS: And the relationship has been very cordial on our part. I can only speak for the association.

Mr. GRAYDON: I think if all members of the association displayed the energy and capacity of its secretary whom we have had appearing here it would be doing good work. He has been doing a remarkably fine job, and I think there ought to be some public tribute paid to him. It is very difficult work, carrying on all the activities of an organization of this kind and at the same time trying to find ways and means of carrying on without knowing where the next dollar is coming from. He certainly needs sympathy, and I can assure him of our appreciation for the work he is doing. After all, about all this committee can do is to give him sympathy.

Mr. CROLL: And we can recommend.

The CHAIRMAN: As I said, we will discuss that at a later time. I believe I am voicing the sentiment of all members of our committee, Mr. Morse, in thanking you for your appearance here this evening and putting your case before us.

The WITNESS: Thank you very much, Mr. Chairman. May I in closing say a word about the pleasant relationships we have always had with the Department of External Affairs and about the close co-operation with which we have always worked with them, because we are just across the street from each other and working very closely, and more and more so. Thank you very much, Mr. Chairman, for this opportunity.

The CHAIRMAN: If the members will allow me to read you a letter which was sent on the 25th day of May. It reads as follows:

Mr. FLEMING: Pardon me, Mr. Chairman; I would just like to make this observation at this stage in connection with the first matter which Mr. Morse brought to our attention, The National Commission on UNESCO. I am afraid that I might otherwise overlook it so I would like to give notice of a motion now. I think the committee should request the government to appoint a national commission in accordance with article 7, of the Constitution of the United Nations Educational and Scientific Association. I give formal notice of motion at this time so it will not be overlooked.

The CHAIRMAN: The next item on agenda is information to be tabled by Mr. Matthews, which was requested by Mr. Fleming. Mr. Fleming asked for a breakdown of expenditures for international conferences, and other information. I will call Mr. Matthews.

W. D. Matthews, Assistant Under Secretary of State for External Affairs (Administration), called:

The WITNESS: Mr. Chairman, Mr. Moran is here to talk on IACO and Mr. Rae is here to speak on information, so I do not want to take up any more of your time than is necessary. I have the information which Mr. Fleming asked

for at the last meeting covering all the major expenditures for representation at international conferences for the last year, and all the major conference that we anticipate will be charged to that vote this year. That is vote 61. I can read this table into the record or just hand it in, as you prefer?

Mr. FLEMING: I suggest that you read it into the record, if it is not too long.

The WITNESS: The main expenditures last year were expenditures in connection with our representation at the following conferences:

EXTERNAL AFFAIRS TREASURY

Statement of Expenditures—Final 1947-48

Canadian Representation at International Conferences

	Totals
Atomic Energy Commission—New York	\$ 27,629 99
Economic and Social Council—New York	19,028 34
International Trade and Employment Conferences—Geneva	107,418 17
Red Cross Conference—Geneva	1,376 06
United Nations Assembly	102,802 19
International Civil Aviation Organization Conference—Montreal	1,217 02
International Telecommunications Union World Conferences— Atlantic City	7,866 86
International Wheat Council—Washington	509 44
Canada-Newfoundland Conference	5,942 85
International Refugee Organization	3,953 48
Palestine Questions	174 13
Fourth Meeting of the Interim Commission of the World Health Organization—Geneva	3,654 64
Unclassified Conferences	8,293 95
Canadian Group to Japan, July 23 to Sep. 2, 1947	6,122 49
Commonwealth Conference at Canberra	8,240 92
United Nations Educational, Scientific and Cultural Organiza- tion—Mexico	8,909 16
Multilateral Air Conferences	6,093 74
Food and Agricultural Organization	251 00
International Trade and Employment Conference—Havana, Cuba	43,561 32
Fifth Meeting of the Interim Commission of the World Health Conference—Geneva	2,251 68
United Nations Conference on Freedom of Information and of the Press—Geneva	2,652.12
	<hr/>
	\$367,949 55

The main conferences which we now anticipate for the current fiscal year are as follows:

INTERNATIONAL CONFERENCE LIST

<i>Conference</i>	<i>Place</i>	<i>Date and Probable Duration</i>
1. Atomic Energy Commission.....	N.Y.	Continuous
2. Interim Comm. of the General Assembly.....	N.Y.	Jan. 5 and periodically thereafter
3. United Nations Security Council.....	N.Y.	Jan. 7 and continuously thereafter
4. Commission for Conventional Armaments. (Gen. McNaughton)	N.Y.	Jan. 12 and periodically thereafter
5. United Nations Temporary Commission on Korea	Korea	Jan. 12 and continuously thereafter
6. United Nations Conference on Freedom of Information and of the Press.....	Geneva	Mar. 23rd to April 21st
7. Economic and Employment Commission Third Session	N.Y.	Apr. 19th to Apr. 30th
8. Statistical Commission of Economic and Social Council—Third Session.....	N.Y.	Apr. 26th to May 7th
9. Commission on Narcotic Drugs.....	N.Y.	May 3rd to May 14th
10. Sixth Part of First Session of Preparatory Commission of I.R.O.....	Geneva	May 4th
11. Population Commission—Third Session— (Economic and Social Council).....	N.Y.	May 10th to May 21st
12. Facilitation Division I.C.A.O.....	Geneva	May 17th
13. Sub-Commission on Freedom of Information and of the Press (Third Session).....	N.Y.	May 31st to June 11th
14. General Assembly of I.C.A.O.....	Geneva	June 1st to June 21st
15. Economic and Social Council—Seventh		

<i>Conference</i>	<i>Place</i>	<i>Date and Probable Duration</i>
Session	Geneva*	July 19th to Aug. 13th
16. Contracting Parties to the General Agreement on Tariffs and Trade	Geneva	August 15th
17. Interim Committee of the International Trade Organization	Geneva	August 22nd
18. General Assembly of the United Nations ..	Paris	September 21st
19. United Nations Educational, Scientific and Cultural Organization	Beirut	Oct. 14th to Nov. 6th
20. Conference on Passport and Frontier Formalities	Geneva	Late November

Mr. FLEMING: There are no items opposite those conferences for this year, are there?

The WITNESS: No. There is one other statement I would like to make, if you will give me a moment. On reading over the evidence I gave at the last meeting on allowances, I gathered the impression that I might not have given a picture that told the whole story. We were talking there of the minimum allowances for a married third secretary of \$1,500, and going up to a maximum of \$7,500 in Caracas. When I got back to the office I worked out the number of people whom we pay at the different posts grouped according to the allowances paid to a married third secretary, and actually the allowances from our department are almost all in the lower part of that schedule. For instance, if you take the group of posts where the allowance for the married third secretary is under \$3,000, we have 25 officers receiving allowances under the schedule tabled at the last meeting; between \$3,000 and \$3,500 we have 24 officers; between \$3,500 and \$4,000 we have 8 officers; between \$4,000 and \$4,500 we have 1 officer, and \$4,500 and up we have none. This schedule covers posts where there are offices of the Department of Trade and Commerce and of the Department of External Affairs and it so happens that the Department of External Affairs posts do not include those in the top bracket, such as Caracas.

By Mr. Fleming:

Q. May I ask one question about the appendix to the statement which was added to the minutes of the last meeting. It is on page 123, Mr. Matthews, of the minutes of the last meeting. I do not know whether you have seen it?—

A. Yes, I have it in front of me.

Q. I want to be clear on this, does it include any remuneration?—A. No, it does not include salary.

Q. It is living allowance?—A. Yes, living and representational allowance.

By Mr. Cote:

Q. In other words, Mr. Matthews, with that scale of salaries, are you not bound to get people who have independent means or people who are really not interested whatever in money matters? If you will allow me to make myself clear, you are calling upon a very special category of people, the most fortunate people in this country. I am referring to the sons of the wealthy families who can afford to give their sons an endowment and say, "Now, you go to this department. There is no need for you to worry about money. The only thing I am asking you to do is to get established."

There is another class of man in your department, I know many of them. They are men of great intelligence, the intelligentsia of this country. They say, "Well, I do not give a hoot about money; I am willing to strive and starve."

The result is that you have, on the one hand, fils à papa, and, on the other hand, very brilliant men who are of the same level as these fils à papa?—

A. What we are endeavouring to do in these allowances is to make it possible for a person without any independent means to carry on his job at a post. I

*Tentative

think one thing which bears that out—I would not feel like going into details on it—is the fact there is a very small percentage of our officers in the department who have any independent means whatever. This makes me feel we have been successful in making it possible for a person who is suitable for the task to carry it out, even though he has no means whatever other than his salary and allowances which are provided by the department.

By Mr. Fleming:

Q. It would be a great pity if the impression ever got abroad that a career in the Department of External Affairs was open only to the sons of rich men? —A. There is no doubt that is not the case, because only a small fraction of our people have any independent means whatever.

The CHAIRMAN: Thank you, Mr. Matthews. I will now call upon Mr. Moran, head of the Economic Division, Department of External Affairs.

H. O. Moran, Economic Division, Department of External Affairs, called:

The WITNESS: I understand the prime purpose of being here is in connection with the work of ICAO. I do not, in any way, come here as an expert on civil aviation. However, the international aspect of civil aviation falls within the economic division of the Department of External Affairs. I would not want to take the time of the committee in outlining the structure of ICAO or its background as the members are probably already familiar with it, although I would be quite prepared to do so if it is the desire of the committee. It is my understanding there are some specific questions to which answers are required.

By Mr. Fleming:

Q. I think I am responsible for asking those questions. We have before us an item showing Canada's contribution to the International Civil Aviation Organization of \$125,000.

Mr. HARRIS: \$25,000. It is on page 9 of your estimates.

By Mr. Fleming:

Q. It is \$125,000 on the sheet we have here. However, whatever it might be, I asked at the last meeting, Mr. Chairman, if we might have some statement of what has been accomplished through ICAO during the past year. We had expenditures—I had better not quote this reproduction of the estimates because its accuracy has been questioned.

Mr. ARSENAULT: You are quite right. We were looking at one estimate, you were looking at another. There is \$25,000 in the main estimates.

Mr. MATTHEWS: The item in the estimates for the current year is \$25,000. It is for the expenses of the Canadian delegation to ICAO in Montreal last year. The \$125,000 item was our contribution or our share of the expenses of ICAO. There is no similar item in the main estimates this year because we have not yet received the estimates from ICAO. There will be one, however, in the supplementaries which go forward this month, or in March.

Mr. COTE: What is Canada's contribution towards the building of the ICAO building.

Mr. MATTHEW: Well, my understanding is that ICAO now rent space and will do so in the future. I do not think they are building a building. I understand there are negotiations underway for leasing space from the Canadian National in Montreal, but there is no building being put up by ICAO.

By Mr. Fleming:

Q. I think this organization is a matter of special interest to Canadians, partly because of the place Canada holds in international aviation and partly because Canada is the home of ICAO. This is the one international organization for which Canada is the home country. I thought we ought to hear something of what has been accomplished or attempted through ICAO during the past year if we are going to be called upon shortly to vote an additional appropriation?—A. It is rather difficult to point to accomplishments in an organization like ICAO in any one year because, being a technical organization, the development of its work is in many cases long-term but I would think that among matters that stand out during the past year is the adoption, by the agreement of all 48 member nations, of an international code for civil aviation. It is a sort of "rules of the road" for air travel. Standardization of charts and maps, uniformity in meteorological codes—

Mr. HACKETT: What kind of codes?

The WITNESS: Meteorological codes, and the development of standard equipment are other accomplishments of the past year. One of the things that caused considerable difficulty in air travel has been some of the radio aids to civil aviation, for instance the distance measuring instruments in various countries were operated on different megacycles. During the past year it has been possible to standardize these distance measuring aids which means that it will be more economical for all countries because it will be unnecessary to carry two or three different types of sets for landing purposes. The organization also acts as a court of appeal for disputes which may arise on matters of civil aviation between any two countries which find themselves unable to settle their differences. A number of matters referred to ICAO have been decided satisfactorily. Some progress has been made towards drafting a multilateral agreement.

Mr. BENEDICKSON: Is that with respect to rates?

The WITNESS: Rates are handled by an organization known as the International Air Transport Association which has also established its headquarters at Montreal in order to be in constant liaison with ICAO. Its membership is comprised of some 70 transport associations, who, among themselves, agree on rates to be charged. Rates are a subject outside of this organization—

Mr. HACKETT: If MacGregor hears about that they will be in for trouble.

Mr. CROLL: They will also be in trouble if they put on a mountain differential.

The WITNESS: Actually that organization is not confined exclusively to governments and any transport association may become a member of IATA, so it is not in any way a combine.

Mr. COTE: Do you mean to say your organization is open to CPA or organizations like CPA?

The WITNESS: No ICAO is an organization composed of exclusively government memberships but a moment ago we were speaking of the International Air Transport Association.

Mr. COTE: I know.

By Mr. Fleming:

Q. Have you made any progress during the past year toward the agreement? If I recall it there were five freedoms?—A. Yes.

Q. You did not get general agreement on all of those freedoms but I think you got agreement on only two. Has there been any progress made during the

past year?—A. I think it is probably fair to say the general agreement has been extended to four freedoms and one remains. The fifth freedom is the right to pick up passengers—

Mr. FLEMING: Would you just explain those various freedoms?

The WITNESS: The first freedom is the right to fly over a country; the second freedom is the right of non-traffic stops—the right to land for the purposes of repair or refuelling but not to pick up passengers; the third freedom is the right to lift passengers from the country of the 'plane's nationality and fly them to a foreign country; the fourth freedom is the right to pick up passengers in a foreign country and lift them to the country of the 'plane's nationality; the fifth freedom, on which there is not yet general agreement, is the right to pick up passengers in a foreign country and to transport them to a second foreign country. That would be a case, for example, of a United Kingdom 'plane picking up passengers in New York and flying them to Montreal.

Mr. COTE: Your organization only deals with governments? You are not dealing with CPA or similar airlines, for instance?

The WITNESS: No.

Mr. BEAUDOIN: Trans-Canada Air Lines is the only company in Canada which can make international contracts.

By Mr. Jaques:

Q. Are all countries members of the organization?—A. No, there are some 48 members.

Q. Is there any reason why all countries are not members?—A. Some of them do not operate an air service outside of their own country. Soviet Russia is not a member; Greece is not a member.

Mr. BEAUDOIN: Spain is not a member.

Mr. JAKES: Are there any countries which are prevented from becoming members who would be members if they were allowed?

The WITNESS: Spain is probably an example of a country which might become a member.

Mr. COTE: As long as the international body takes that attitude toward newcomers I do not think they would belong.

Mr. CROLL: You do not deny membership to any country?

The WITNESS: No.

Mr. COTE: I suppose what applies to Canada applies to other countries in the world?

The WITNESS: Yes, membership is open to any country. I mentioned the U.S.S.R. as a country which is not a member at the present time.

Mr. JAKES: Russia is not a member through her own choice.

The WITNESS: Of her own choice. The council of ICAO has 21 seats and during the first year of the organization only 20 seats were filled. One seat was left vacant with the thought in mind that the U.S.S.R. might wish to join and as a major country would be entitled to a seat on the council. At the end of the year when the Soviet had not indicated any desire to join the other seat was filled by election.

Mr. COTE: I do not understand this exactly. As far as your organizations are concerned, air lines such as CPA in Canada, and similar air lines in other countries, have no chance to belong to the organization unless they are recognized as being air lines on a national basis?

The WITNESS: On a national basis there are no bars to membership.

Mr. JAKES: None?

By Mr. Fleming:

Q. Which countries among the eastern European countries are members? There are one or two of them on the council?—A. Yes.

Q. Is not Poland on the council?—A. No, I do not think Poland is on the council. I am afraid I cannot give you the names of the 21 countries on the council. I can get them but I have not them in my head.

Q. I will not pursue that but I wonder if you would say a word further about the third and fourth freedoms. You say it is a matter of general agreement but has a formal agreement been entered into on the third and fourth freedoms?—A. Yes, on a bilateral basis.

Q. It is not on a general basis?—A. It will be incorporated in a multilateral agreement once one has been developed. At the moment, without a multilateral agreement, negotiations between countries covering air services is by bilateral agreement. All the bilaterals that Canada has signed cover the first four freedoms.

Q. How many of those bilaterals has Canada signed?—A. There are eight now in effect, and some under negotiation that probably will be signed shortly.

Q. Can you give us the countries with which these have been entered into?—A. I do not think I can. I may have a list of them.

Q. Or the principal ones?—A. The last one to be signed was with the Netherlands. One has been signed with Sweden. One is under negotiation with Peru. Brazil is studying our draft of a bilateral agreement as is Cuba. Belgium has discussed with us an agreement on a five freedoms basis. The Argentine in December, 1947, proposed an agreement with Canada, and Canada signified its willingness to enter into negotiations. Since then there has been no further approach from the Argentine and the interest lies on their side because there are no Canadian services as yet to South America.

Q. In answer to my question can you give the countries with which Canada has signed an agreement?—A. I am afraid I do not carry those in my head either, but I can table them.

Q. The United States and Great Britain?—A. Yes.

Q. What about Mexico?—A. No.

By Mr. Cote:

Q. Do you mean that an agreement can be made between one nation and another without passing through what I would call the clearing house?—A. ICAO must be notified whenever a bilateral agreement has been signed and a copy of the agreement tabled with the organization.

Q. But ICAO does not clear it?—A. In advance of signature?

Q. I should like to know the whole procedure. I should like to know whether it is a clearing house or whether it is only a registry office?—A. At the moment it is a registry office.

By Mr. Hackett:

Q. There is no freedom which enables a nation to do the type of service which would carry goods or passengers from one place to another within a country of which it is not a national?—A. No, sir.

Q. That would be a matter of private—. —A. That is known as cabotage, and is not permitted in any agreement Canada has signed.

Q. Will you say if the general rules are based upon or have anything similar to the rules which apply to maritime craft as regards the coastal service, for instance?—A. Coastal service within a country would be a form of cabotage in air service which is not permitted.

Q. I am asking you if the rules in the air service are based to any extent upon maritime rules?—A. Not to my knowledge. I am not particularly familiar with maritime rules. If you have any particular rule in mind probably I could answer whether its equivalent can be found in the air rules.

Q. I was thinking of the coastal service?—A. Coastal service between New York and Halifax in shipping would find its counterpart in air service between New York and Montreal.

By the Chairman:

Q. Does ICAO issue monthly or yearly reports of their activities?—A. Yes, they put out bulletins of their own the latest of which is a pamphlet entitled, "What is ICAO", and which covers the organization's operations in a very general way from the time of the Chicago convention in 1944, when ICAO was born, up to date, but in addition reports of their assembly meetings are also published and are available.

By Mr. Benidickson:

Q. What Canadian companies are members of that rate fixing organization you mentioned?—A. T.C.A.

Q. T.C.A. only?—A. Yes.

By Mr. Cote:

Q. Are there any private enterprise or so-called responsible enterprise companies represented in the various countries belonging to ICAO?—A. ICAO is an organization composed of representatives of Governments.

Q. But what I am interested in, for instance, is if instead of being represented as Canada is with T.C.A. would there be any nations represented by organizations similar to C.P.A.?—A. Not in the organization as such, but at the general assembly meetings a country's delegation may have included among its advisers individuals who are officials in some private aviation company.

Q. Have you any nations in mind at all?—A. The United States.

Q. Of what organizations would those officials be members?—A. Any official of a private aviation company in the United States might be—

Q. But actually who would represent private industries or responsible private industries for the United States?—A. I probably have not made myself clear. There is no representation on ICAO of any private enterprise or private organization, none.

Q. They are all national representatives?—A. That is right.

Q. And of national enterprise?—A. That is right.

By Mr. Benidickson:

Q. Could T.C.A. withdraw from that rate fixing combine without embarrassing Canada's position in ICAO?—A. It is probably not fair to describe it as a rate fixing combine. It is a body which brings together experts in international civil aviation to reach agreement on what are fair and equitable rates.

Q. If the eye glass people did that I think they would be accused of a combine.

By Mr. Hackett:

Q. Following the question of Mr. Benidickson is there any tribunal to which a dissatisfied carrier might appeal if he did not feel that this—I will use any word you like instead of combine—was not giving him satisfaction?—A. Yes. There are two things possible. I think we might first clarify what this organization does. This is a body which convenes around a table experts who

are able to bring their expert knowledge to bear on the question of rates so that agreement can be reached among the participating countries. In the event that rate charges—

By Mr. Benidickson:

Q. Did you say countries or companies?—A. Countries. In the event that a country has some dispute about charges it is a matter that can be settled between the two countries concerned, and an appeal of any kind can be carried to the international civil aviation organization, to ICAO itself.

By Mr. Cote:

Q. Are there any experts being called upon to give their views who are not directly connected with the representation of various countries? T.C.A. is the Canadian representative. Would there on any occasion be representations made by Canadian Pacific Airlines? Would there be anybody called upon to make representations such as C.P.A.?—A. Yes, that is completely possible.

The CHAIRMAN: Any further questions?

By Mr. Benidickson:

Q. I do not think I got an answer to my question as to whether or not Canada could remain in ICAO without violation of any of its obligations to ICAO and still have one of its operating companies such as T.C.A. a non-member of the other organization?—A. Oh yes, surely. I am afraid too much emphasis is being put on IATA as an organization. IATA is a group meeting together for the purpose of reaching an agreement on rates so there will not be a wide diversity of charges as between countries. It was one of the purposes of ICAO to do away with all discriminatory practices, and not only on questions of rates but on all phases of operation. IATA is not a formal organization in the sense that ICAO is but is merely, as its name implies, an association.

Mr. BEAUDOIN: It is a voluntary organization?

The WITNESS: Yes.

By Mr. Cote:

Q. Does the government contribute to it?—A. The government does not contribute to it.

Q. We contribute to the upkeep, to the setup generally, do we not?—A. Not the Canadian government.

Q. Who is putting up that building in Montreal, everybody but Canada?—A. That is the International Civil Aviation Organization.

Q. And that is their headquarters?—A. That is right.

Q. Do you mean to say that we do not contribute toward that?—A. I am afraid I may have been misunderstood. There is a very definite contribution to the International Civil Aviation Organization, but I thought we were previously discussing IATA to which no contribution is made by the government of Canada; I refer to the International Air Transport Association.

The CHAIRMAN: Thank you very much, Mr. Moran.

I will now call Mr. Rae, of the Information Division of the Department of External Affairs.

S. F. Rae, Information Division, Department of External Affairs, called.

The WITNESS: Mr. Chairman, I am entirely in the hands of the committee as far as procedure is concerned, but I think it might be helpful if I were to make a short statement by way of an outline of the activities and functions, as we conceive them, of the Information Division of the Department; and I am sure there will be questions on various aspects of our work which I would be glad to try to answer.

By Mr. Benidickson:

Q. Last year we received a copy of the booklet which I think began publication two years ago, "Canada from sea to sea"; is there anything equivalent to that being put out this year?—A. We are continuing the distribution of "Canada from sea to sea" which has met with a very warm reception in the countries in which it has been distributed. It has been produced in four languages—English, French, Spanish and Portuguese. That publication is one of the things I had hoped to touch on in the general summary of our arrangements for publications of that kind in the course of the year.

MR. FLEMING: I think maybe we better hear his statement.

The CHAIRMAN: Yes, let's have the statement first.

MR. COTE: I think we should let Mr. Rae give us an outline and then we can ask our questions.

The WITNESS: Mr. Chairman, I think that the premise on which our work is based is that all responsible governments which are committed to international co-operation believe that the provision of authentic public information to other countries is an essential aspect of the conduct of foreign affairs. Fundamentally the reasons for this are pretty straightforward. The speed of modern communications and technological developments have created the physical conditions whereby the world in a sense has become a neighbourhood. Foreign affairs today are certainly not the exclusive preserve of government but are of direct, immediate and vital concern to the man and woman in the street. In democratic states the influence of public opinion on policy is continuous and in the long run decisive. In order that public opinion should act wisely it has to be in possession of the facts; and our feeling is that international relationships depend not merely on good relations at the official level between countries, but also on a much broader and deeper comprehension. To facilitate a better understanding in other countries of Canadian policies and affairs is one of the duties of the External Affairs service.

As most of you know, the Canadian Information Service was integrated in the Department of External Affairs by an Order in Council of February 5, 1947; and with this transfer the former functions of C.I.S. as it was called, were merged with those of the existing Information Division of the Department.

Immediately after this integration the administrative staff of C.I.S. was absorbed in the Administrative Division of External Affairs. Information offices abroad in February, 1947, (London, Canberra, Paris, Washington, New York) have now become an integral part of the diplomatic mission in the city where they are located and the information officers are responsible to the head of mission concerned.

The integration, I think, has established closer working relationships between the information and diplomatic staffs at home and abroad; it has eliminated administrative overlapping, and has provided for the integration of certain common services.

The Information Division is responsible for the collection and preparation of information about Canada for distribution abroad. This material is designed to assist diplomatic, consular and trade offices in meeting the needs of the press

and public of other countries. The Division prepares and distributes daily, weekly and monthly bulletins and other special publications to meet specific needs. Photographs and other graphic materials are supplied for press, display and exhibition use. The Division deals with enquiries of a general nature; it supplies information services for international conferences and it co-ordinates and assists other public information services of the government in relation to information abroad. Within Canada the Division's function is to provide for liaison with press and public in dealing with requests for current information on matters directly related to international affairs and the work of the Department.

The Division is also responsible for certain aspects of cultural relations with other countries including correspondence on art, exhibits, music, education and related matters.

I might run down if I may, the main informational activities of the Department. In the first place there is press liaison. I do not need to say much about that to this Committee, since the Press Gallery in Ottawa is as much a national institution as Parliament Hill itself. The Gallery includes a number of foreign as well as Canadian press correspondents, and their reports on what is going on in Parliament, and in the field of foreign affairs, which is our special concern, are transmitted to many countries abroad. In the Department we have a regular practice of holding weekly press conferences to which members of the Gallery are invited, and which provides a useful opportunity to make information available on the work of the Department and on matters currently before it. In addition, the Information Division provides press releases and texts of official statements to all members of the Gallery, representatives of the news associations, and to diplomatic missions in Ottawa and abroad.

In second place, the Information Division is responsible, in consultation with other divisions, for the circulation withing the service of the considerable volume of material which comes into the Department by way of reports from missions abroad. A good deal of this information has to be sifted and condensed, and then prepared in a form suitable for a wider and more general circulation. During 1947—I am thinking now of general reports for the background information of missions on economic and political developments in the various countries in which our missions are located, or on trends of thought and policy in the Department—there were well over four hundred of these documents given general distribution. These circular documents serve a very useful purpose in helping all our people abroad to achieve a common basis of factual information about current policies and developments.

Next I might mention the publications and reference materials, which are prepared in the Division. There are several regular publications. There is the daily air mail bulletin, which is a brief one-page summary of the main events of the day's news for despatch by air mail to the Canadian missions abroad. There is also a weekly bulletin, which is a longer factual survey of major developments of the week in Canada, written primarily for Canadian missions and organizations abroad.

Thirdly, there is the External Affairs Monthly Bulletin, to which we are giving a good deal of thought at present. At the present time it is a brief record, a monthly record of international agreements, international conferences, a record of official statements in parliament which deal with foreign affairs, a record of press releases, and of appointments and transfers of diplomatic personnel. I hope there will be some opportunity to have the Committee's views, Mr. Chairman, as to the possibility of our developing this into something that can more adequately serve the needs not only of the missions and interested agencies abroad but also of groups in Canada who would be interested in having fuller information about the current activities of the Department.

By Mr. Hackett:

Q. To whom is this later publication distributed?—A. At the present time it has a very limited distribution on the whole; it was primarily intended for our missions, but I believe the monthly bulletin in its present form has been available to members of parliament for the last six months or so. At present it is largely an index rather than a publication, but I think it could be considerably improved.

By Mr. Cote:

Q. Is there an amount of money in the current estimates to provide for that publication?—A. Yes, we have made provision of an item which I believe is \$24,000 for the current year, but it is difficult to estimate accurately at this stage.

Q. With that small amount what is the coverage you would expect to give?—A. I do not think we were thinking in terms of a popular publication of mass appeal, but rather in terms of something perhaps closely parallel to the very useful document which the State Department produces called the State Department Bulletin, which is a weekly publication of official statements and formal pronouncements.

By Mr. Fleming:

Q. It sets out the statements, whereas your publication merely gives the index?—A. It is a more complete record. What we thought we would try to do would be to go through an experimental stage in which we put together some of the material available in the Department and try to issue the publication in a simple and economical form before we go into the question of a regular printed publication.

By Mr. Cote:

Q. This money only covers written material; nothing with regard to films or radio broadcasts, for instance?

Would these be possible with the amount of money you have just mentioned?—A. I was speaking only of publications.

Q. Printed material?—A. Printed material.

Q. Have you given any thought whatever to the use of films, radio broadcasts, public forums, public speakers or conferences or seminars?—A. I think if we carry on with the statement, we will come to those other points.

The last regular publication I wanted to mention was a weekly publication in Spanish—*Informaciones Canadienses*. I think my colleague Mr. Anderson could pronounce it better than I could. It is an air mail bulletin printed in the Spanish language once a week for distribution in South America.

There are also occasional publications. One member of the committee mentioned the booklet, "Canada from Sea to Sea." On first production in 1947, a substantial distribution was made. For the present year, we do not contemplate any similar production because that publication has been extremely well received abroad and a re-run of copies in English and French has been authorized. We anticipate that the stocks we now have available will be sufficient to meet the kind of requests we will get from abroad for that particular publication during the present fiscal year. The Spanish and Portuguese editions of "Canada from Sea to Sea" have just come off the press and are in the process of distribution in Latin America.

Occasionally special cables are prepared for our missions on matters of immediate importance. In addition, where the need arises other publications in the nature of reference papers are undertaken. The Department prepares these reference papers on various subjects of major interest. Brief papers have

been produced, for example on the St. Lawrence seaway; on subjects such as Canadian citizenship, based on the new Citizenship Act; on Canada's role in the General Assembly, and so on. These are prepared in consultation with the other Divisions of the Department and distributed generally overseas.

We scan current periodical publications for articles of particular interest to our missions and interested groups abroad. When permission is obtained from the publisher and author here, reprints are mimeographed and distributed to missions. Biographical material is prepared for the use of the foreign press on Canadian public figures, our heads of missions, and representatives to international conferences.

Occasionally, feature articles are also prepared on a variety of subjects, either in response to a particular request that is made by one of our missions, or in the light of some development in Canada which we think is worth while and which we wish to bring to the attention of people abroad.

Finally, one development which I think will be of some interest, is a new series of one page fact sheets, as we call them, which is now in preparation. These have been prepared on a number of basic subjects such as the Canadian population, agriculture, geography, Canadian government, and so on. They were originally devised in order to help us answer the very large volume of current queries which the Division receives. They have proven to be extremely useful. There are only a limited number of titles now in circulation. Others are in the process of preparation or translation.

By Mr. Harris:

Q. Are those requests from abroad or from Canada?—A. The majority are from abroad. The Division is also responsible for the distribution of Trade and Commerce publications such as the Canada Year Book, and Canada 1948. I am sure you are all familiar with these publications which are of course available in Canada as well as abroad.

Thus in addition to information on current policies, our missions receive general information on Canada and on Canadian current affairs. They receive, of course, a representative selection of Canadian newspapers and periodicals. However, air mail costs are high and it is for that reason we prepare some of these publications I mentioned earlier, such as our daily and weekly bulletin, on an air mail basis. *Hansard* goes by air, I believe, to all our missions abroad since we feel it is essential that they should be informed as quickly as possible on current developments in parliament. The missions feel that way too, I may say. They also require a good deal of basic documentation and that is also provided through liaison with other government departments to ensure that current publications are forwarded to them, as well as reports from banks, insurance companies, industries, educational institutions, scientific societies, and so on. The members of the Committee will of course be aware of the fact that the Department itself issues a number of publications such as reports on major international conferences, the Annual Report—the Treaty Series, and Reports on the General Assembly of the United Nations, the most recent issue of which has just been distributed.

May I say a word about photographs, posters, and other graphic materials. These materials are procured from the National Film Board, and also from outside sources, on suitable pictorial subjects and distributed to the missions abroad. Whenever there is no existing photographic coverage and when interest warrants it, the Division itself undertakes to have the work done. From January 1, 1947 to December 31, 1947 approximately 45,000 prints were distributed overseas. Some of these went out with the reference paper series which I mentioned, others with feature stories and a number were prepared to meet special requests. I would also like to mention the Enquiry Service in the Division. This Service deals with queries about Canada and Canadian affairs which come from all over

the world. An analysis of the four-month period from October, 1947, to January, 1948, showed that of the enquiries received, 81 per cent came from the United States, 13 per cent were enquiries originating in Canada relating to foreign affairs, and 6 per cent came from other countries. The letters from the United States were principally from school teachers, school libraries, boards of education, writers, students, speakers, clubs, and so on.

Mr. BEAUDOIN: Is there any particular subject on which many of the letters asked for information?

The WITNESS: The greater proportion of the letters I have mentioned came from schools engaged in the study of various countries, and asked for reference materials about Canada. Teachers and students frequently request our assistance in providing basic materials. A student in a university perhaps preparing his thesis on some Canadian subject will write to ask our help; many requests dealt with our own educational facilities in Canada.

Mr. PINARD: The great majority of the requests came from the United States?

The WITNESS: Yes.

Mr. HACKETT: Is Mr. Rae prepared to tell the Committee how rapid has been the growth of this department of information or division of information? I am speaking now in terms of dollars.

Mr. BENIDICKSON: Where is the item in the estimates?

Mr. HARRIS: There is no item in the estimates.

Mr. FLEMING: It is contained in the detail on the sheet.

Mr. COTE: I do not think this is quite fair. In the first place, my friend Mr. Rae should be commended by all members of the committee for putting out one of the best information services in the world today. As a member of the House of Commons and a member of this committee I would protest that we have not got all this valuable material that is being sent to foreign countries but I would like to say that through Mr. Rae's initiative, with a certain background of knowledge, it has been possible to have a check and double check on what is going on and I would like to commend Mr. Rae for what he has accomplished in the way of making information available. I think if members of this committee as well as members of the House of Commons were on the mailing list for this material that is being spread all over the world everybody concerned would be very highly pleased with the work that is being done. I say that in terms of dollars it is too small an amount of money, and I would say that with that small amount of money they have accomplished a miracle, with that mere amount of money.

Mr. BEAUDOIN: What is the mere amount?

The WITNESS: Mr. Chairman, the figures which appear in the estimates on page 114, publicity and information, are \$127,300 compared with \$241,200 for 1947-48.

By Mr. Fleming:

Q. You did not spend all that amount of \$241,000. Your actual expenditure apparently was much less, was it not?—A. Yes, I understand that is so.

Q. According to this statement headed departmental administration details your actual expenditure was \$85,984.33?—A. Yes.

Q. So you are budgeting this year for an increase of about 50 per cent over last year's expenditure, not a decrease?

Mr. COTE: I wish those figures could be compared with Mexico, for instance.

The CHAIRMAN: Order, Mr. Cote, please. There is a question Mr. Rae is trying to answer.

Mr. COTE: I am not out of order.

The CHAIRMAN: I did not say you were out of order, but there is a question now before the witness that he must answer before he can answer any other question.

Mr. COTE: It should be in relation to what other countries of similar size are doing.

The WITNESS: Mr. Chairman, it is true that the actual expenditures in 1947-48 were in the neighbourhood of \$85,000, and our estimates for this year are \$127,000, but I should point out—

Mr. BENEDICKSON: \$85,000 or \$185,000?

Mr. FLEMING: \$85,000 expenditure, and \$127,000, which is an increase of 50 per cent in round figures.

By Mr. Hackett:

Q. I wanted to know to what extent your division is assuming the duties that were heretofore assumed and discharged by the press?—A. By—

Q. The press.—A. Oh, I do not think we could at all replace the functions of the press. We conceive our job as attempting to facilitate the work of the press by putting them in touch with the competent individuals in the Department on subjects in which they are concerned, and by issuing official statements, but the job of reporting government policies for the general public is the responsibility of the newspapers. It may be when we are talking, as we are, of Canada's position abroad, that in certain countries relatively small amounts of Canadian news appear for a variety of reasons. In those cases we supplement and assist by seeing to it all our missions are adequately informed about current developments here, and are in a position to answer queries from the press and public in the countries in which they are located, and to provide informative material which, taken by and large, has the effect of making Canada's position better understood.

Q. To what extent is it a duplication of the work done by the Bureau of Statistics?—A. The Dominion Bureau of Statistics of the Department of Trade and Commerce prepares basic statistical materials, for example, the books we have mentioned like the *Canada Year Book* and *Canada 1948*, are both published by the Dominion Bureau of Statistics. The Information Division uses these publications for distribution abroad, together with other publications of a more general character. It also prepares and distributes information abroad dealing with Canadian external policies and with Canadian affairs generally, and works in close liaison with other agencies and other media in this field.

Mr. COTE: I do not know if I understand very well what the witness has said and I would like him to make it very clear for me. There is some provision, I understand—

The WITNESS: Pardon me, what is that?

Mr. COTE: I understand there is no provision whatsoever for the distribution of information from other departments. Do you understand what I mean, do I make myself clear? I would say that in my opinion the department is not provided with anything like the amount of money they need for providing the type of press service which Canada as a country should have not only at home but abroad so that the government through this department could be able to provide all the information that should be published relating to Canada and Canadian activities.

The CHAIRMAN: Are you through with your statement, Mr. Rae?

Mr. FLEMING: I have a few questions, Mr. Chairman, but I do not want to ask them until Mr. Rae has finished his statement.

The WITNESS: I have just one or two additional things to say, Mr. Chairman. I would like to say a word about international conferences, which is related to the previous question of the relationship between ourselves and the press.

When Canadian delegations attend the General Assembly of the United Nations or other important international conferences, the department provides information personnel to facilitate the work of press, radio and film representatives. The Information Officer arranges meetings of delegation members with the press, provides biographies and photographs of delegates, issues texts of statements and assists in arranging radio broadcast, news reel pictures, and similar activities. The responsibility for reporting and commenting on the assembly proceedings is clearly that of the press.

The Information Division also works in consultation with the United Nations Division of the Department in preparing and distributing the annual Reports on the General Assembly of the United Nations. The following reference to these reports is made in a recent article by Mr. Clyde Eagleton on "The Share of Canada in the making of the United Nations" which appeared in the University of Toronto Law Journal, Lent term, 1948:

The three volumes referred to are: (1) Department of External Affairs, report on the United Nations conferences on International Organization (conference series, 1945, No. 2, Ottawa, 1945); (2) Department of External Affairs, report on the first part of the first session of the general assembly of the United Nations (conference series, 1946, No. 1, Ottawa, 1946); (3) Department of External Affairs, the United Nations 1946 (conference series, 1946, No. 3, Ottawa, 1947). The United Nations cannot be made to succeed without the understanding and support of the peoples of the world, a support which is badly needed as this is written. Governments, therefore, have a responsibility for informing their peoples, and such publications as the above are essential. The United States publishes more diverse and voluminous materials concerning the United Nations, but I know of no government reports anywhere which present more compactly or more usefully what the United Nations is doing and what the share is of that government in the work of the United Nations.

The Information Division assists visiting foreign journalists, writers, and students by advising on itineraries, arranging interviews, providing informational material, and facilitating contacts with government officials in Ottawa and with outside authorities in the field in which the visitor is interested. There is probably no better way for people to learn about Canada and the Canadian way of life than to come here and see for themselves.

Lastly, I might just mention that we have concerned ourselves with cultural relations, the provision of adequate library and reference facilities at missions abroad, and to a limited extent, with educational matters and student exchanges.

With regard to the staff involved—I would like to make this point—we were talking about the budget for this year: in fact, while the estimates are greater than the actual expenditures for last year, one or two of the items in the estimates are in a hypothetical state, like the monthly bulletin I was referring to. Actually, on the staff side there has been a reduction during the past year, particularly in information personnel in Ottawa. There are only small staffs working full time on information in London, New York, Washington, Canberra and Paris, although it is our view that in a mission abroad everyone from the head of a mission down has a responsibility for informing the general public of Canadian activities and Canadian policies.

By Mr. Cote:

Q. I would like to ask the witness a question which I think is pertinent, because I think he is an expert, and I know that. Would the witness be willing to tell the committee whether what has been accomplished now is sufficient in his mind to put Canada across? The second question is this: has all of the information available with regard to putting Canada across been made use of to the greatest extent that could be done?

Mr. MACINNIS: I do not think we should ask this witness to give an expression of opinion as to whether our publicity services are adequate. That is a matter of government policy.

Mr. HACKETT: He will have an opportunity to ask that question of Mr. St. Laurent.

Mr. COTE: This man is an expert who should be able to direct us, and I say his personal opinion would be a great direction to all of us, because I know the witness and I do not see why we should not have the benefit of his opinion even if it is off the record.

The WITNESS: I am inclined to agree with the members who feel that I am a biased witness on this aspect of information, although if I were asked to assess our information activities I think I would be inclined to point out a number of areas where we could be doing better work than we are doing at the present time. Any over-all appraisal of the general information job abroad, however, would have to take into account the fact that there are a number of other government agencies which are doing useful work. I am thinking for example of the C.B.C. International Service, the National Film Board in its work abroad, the National Gallery, and the Department of Trade and Commerce through its Tourist Bureau, which is responsible for our tourist activities. There is also the Exhibition Commission with its International Trade Fair, which is certainly a very important informational activity. But while there are a number of agencies concerned, we do try in our work in this field, to co-ordinate activities closely through the Inter-Departmental Committee on Information Abroad. I think the question of how well or how badly the work is being done is one which should be answered elsewhere.

By Mr. Fleming:

Q. Mr. Chairman, I should like to ask several questions, the first of which has to do with the Publicity and Information Service. Is it set up as a fairly well defined branch within the Department now, since the department took it over?—A. I think it is almost at the stage where one could say the integration has taken place. It was a process of about a year because there were a number of questions of a personnel character which had to be dealt with. At the present time I think we have now reached the point where the Division is an integral part of the Department and where information and foreign service officer personnel are interchangeable.

Q. But you have a Division, a completely separate Information Division within the Department?—A. It is called the Information Division of the Department in the same way there is a Legal Division, and so on. Our personnel are interchangeable. There may be an individual come in and work with us for three or four months who will then work in the Consular or Legal Division and then, perhaps, be posted to some mission abroad.

Q. I do not think I was asking for quite that much detail, Mr. Rae. It is on the basis of this separate Division that the estimates have been prepared?—A. I understand that Mr. Matthews explained at a previous meeting, at which I was not present, that once the integration had taken place, certain items

became part of the general estimates of the department. The only items which we have indicated as publicity and information are ones which are comparable to the budget item which appeared last year under the same heading.

Q. Now, could you give us, briefly, a description of the nature of the proposed expenditures that are in the item of \$127,300, and those that are merged in the other figures?—A. The breakdown of the \$127,300—is that what you mean?

Q. Yes, if you could give us an idea of the character of them?—A. \$43,000 of that total is for publications which include the proposed monthly bulletin I mentioned; *Canada, 1948*; and the *Canada Year Book*, which we distribute in quantity; various publications and reprints. A small item of \$4,000 is for outside translations and writers' fees. The total is \$43,000.

Q. That is the increase over last year you are giving us now?—A. I am sorry, I did not have that previous figure. I explained the amount was based against the estimates of 1947-1948.

Q. You are giving us now the items totalling \$43,000. This represents the increase of this year over last year?—A. That is the total amount for publications estimated for 1948-1949 whereas last year the estimate for the same heading, publications, was \$114,200. The main reason for the difference is the fact no amount is included this year for *Canada from Sea to Sea*, which was a publication originally undertaken by C.I.S. This project is completed and the stocks already purchased.

Q. I am trying to see the picture a little greater distance without quite so much detail. What about the salaries, are they to be found in the item of \$127,300 or are they in the other items?—A. They are in the salary items.

Q. They do not come in here?—A. That is right sir.

Q. What other expenditures on publicity and information are to be found in the other general items of the department and not in this item?—A. The headings Printing and Stationery, Travel and etc., include expenditures of that nature for information work.

Q. Just give me an idea of the nature of it?—A. For example, expenses for telephone calls, telegrams, travelling and moving expenses are charged to the general appropriations for these items.

Q. Now you have given us an idea of the other items but what about the \$127,300? You have given us some figures on expenditures on publicity material totalling \$43,000 but what is the other \$83,000?—A. \$43,000 is for publications. The second amount is \$31,000 for photographs, their production, procurement and distribution to missions abroad. Each mission has a basic reference library of photographs and the photographs are used in connection with those articles. In addition we have provided for silk screens, Canadian art reproductions which the National Gallery put out and for which we occasionally meet requests from other people.

Q. How much is the item for that?—A. That item of silk screens would be \$1,500 approximately.

Q. I would just like the sizable amounts.

The VICE-CHAIRMAN: Are you finished?

The WITNESS: Photographs are \$31,000, graphic display materials \$24,300 and libraries abroad \$25,000. The last amount is to supply the missions abroad with reference books, books on foreign affairs and on what one might call Canadiana or cultural books on Canada. The last item is \$4,000 which was left in to cover foreign speaking tours. Occasionally a speaker is requested and we are anxious to send someone down to a non-official conference—usually in the United States.

By Mr. Fleming:

Q. \$4,000, have you had that item before?—A. Yes, I think there was an identical item last year of \$8,000.

Q. Did you send many people down on such speaking tours?—A. Very few, in my experience.

Q. Who, for instance went last year? What type of people did you send and where did they go?—A. I do not really think the item was used to any extent. There was a case the other day concerning a Miss Bowlby who attended a women's university group in the New England States. We were asked to provide a speaker on this occasion. We feel that if the occasion arose it is useful to have an item in the estimates which might cover an occasional person. Normally the expenses are paid by the organization which asks for the speaker but there are occasions when we would especially like to have someone go.

Q. You are thinking of someone outside of the government service?—A. Yes.

Q. I was wondering why you have included this item if you have not had any occasion to use it? After all, we have government ministers and people whose business it is to carry out trips of that kind, if it is a matter of carrying information about this country?—A. Occasionally the request is not for a government official but for someone of a different type.

Mr. COTE: That is on the requesting end?

The WITNESS: Yes, the person making the request. If it comes from a teachers' group, they might want a teacher to go down. I think actually the item is a product of the wartime period when there were a good many arrangements of that kind. It has decreased pretty steadily but we felt it would be useful to make provision for the occasional request of that kind.

By Mr. Fleming:

Q. And those requests would be coming not from governments but from some private organization.—A. Private organization.

Q. I do not see much need for that myself. Coming to the matter of the staff how many people, taking account of your interchangeability, and so on, are actually classified on the publicity and information bureau's staff now?—A. In the Information Division?

Q. Yes.—A. Speaking of the people at home the last figures I have, and they change slightly as they are moved from Division to Division, are for March, 1947. At that time the Division had 80 members and in March, 1948 it was down to 62. That figure does not include the library which consists of a senior librarian and five assistants who have been allocated to the Information Division administratively, so that the total at May 3 was 69.

Q. That is the number at home?—A. Yes.

Q. Have you the figures abroad?—A. That includes clerical personnel as well.

The CHAIRMAN: Can we finish this now or should we adjourn?

Mr. COTE: I should like to ask that we adjourn.

Mr. FLEMING: In five minutes.

The CHAIRMAN: I think we should try to finish with Mr. Rae. He has been here for a while.

The WITNESS: It will not take long to give those abroad. In New York there are two senior officers. In Washington there are two senior officers. In each case there is a small clerical staff. In the case of New York five altogether. There are two senior officials and five clerical staff in New York and two senior officials and eight clerical staff in Washington. In Paris the work of the information officer at the present time is being conducted by a foreign service

officer who is there with two reference assistants, and one clerk, three clerical grade altogether. In London there is one information officer and a small clerical staff of three and three locally employed junior stenographers.

By Mr. Hackett:

Q. 29 in all?—A. Right.

By Mr. Fleming:

Q. That is the complete list?—A. I am sorry. Canberra has one information officer, but the total is 29.

Mr. COTE: I should like to ask—

The CHAIRMAN: Just a moment; Mr. Fleming has a question.

By Mr. Fleming:

Q. I wanted to ask a question about your newspaper relations in the United States. You spoke about the matter of furnishing information and material on request. I understood one of the functions of the offices in the United States, and certainly the one in Washington, was that you had people there reading the American press, and where you find ill-informed articles in the American press, or articles that do not accurately reflect the facts in regard to Canada, that the information service there writes those papers and offers corrective information. Is that correct?—A. The embassy in Washington does follow closely trends in the United States press, and also keeps us informed.

Q. I was not talking about trends. I am talking about correcting misinformation in the American press.—A. Yes, but that is done in a variety of ways. It may be done through press conferences when some minister or some senior official is in the United States and is in a position to make our position clear.

Q. Surely there is a lot more to it than that. I do not want to be offering information to you about this, but I fully understood one of the functions of that information service in Washington was to keep track of articles in the American papers, read those articles day by day, and where incorrect information about Canada appears in those articles to offer corrective information?

Mr. COTE: If I may butt in I would say this to the committee in answer to the question being asked by my learned colleague. It is not lack of information—

The CHAIRMAN: Order. I really believe the question should be answered by Mr. Rae.

Mr. COTE: I would like to butt in if I may do so. As a member of the committee, Mr. Chairman, I suppose I have equal rights with anybody here.

The CHAIRMAN: It is not a question of right, it is a question of procedure. A question has been asked and Mr. Rae was about to give the answer, but he has not had an opportunity to answer the question yet.

Mr. COTE: There was a question put by my colleague which I say I am entitled to answer because I know something about it.

Mr. FLEMING: I prefer to have Mr. Rae answer my question, Mr. Chairman.

The CHAIRMAN: Yes.

The WITNESS: I have not the statistics as to the number of newspapers there are in the United States—there are an enormous number; and I am sure they are writing articles on all sorts of subjects. It would not be the normal practice of the Embassy to correspond with them individually if there was something of that kind in a newspaper; but I might say that when it appears that there is a basic misunderstanding on something of direct concern then the

Embassy would naturally take whatever necessary action was possible, either through conferences or in some other way to place the facts as we see them before the public.

Mr. FLEMING: Mr. Rae, you gave the answer to my question in the earlier part of your reply where you indicated that it is not being done. I thought it was being done, but it would appear from your answer that it is not being done.

Mr. BENIDICKSON: I recall a St. Louis paper not long ago which raised the issue as to why the United States should contribute to ERP because Canada was not doing very much for European recovery, and I think that the *New York Times* indicated as a result of the information they had given to them through our operations in Washington—they were able to put their public straight and show that on post-war European recovery Canada had contributed very substantially. That information came from the Canadian Information Service.

Mr. MACINNIS: Surely the *New York Times* would have the correct information as to what Canada had done without being corrected by our consular office.

Mr. HACKETT: They have a very able representative here.

Mr. HARRIS: Mr. Chairman, I do not think it is quite fair to leave the question and answer the way Mr. Fleming summed it up. I understood you to state that while we do not as a practice scan the newspapers for the purpose of correcting them individually, but that if we found it is an overriding misunderstanding the Embassy interests itself in seeing that the correct information is sent out; and yet Mr. Fleming summed up your answer as stating something like this; that you gave the answer in the first part which was no.

Mr. FLEMING: "No", to my question.

Mr. HARRIS: Yes. But in fact you went on to say that we are in fact doing that very thing in a practical general way.

Mr. FLEMING: I want to be fair to Mr. Rae. All I was getting at was a very simple point; whether this particular information division of the Canadian Embassy in Washington were making a point of following up papers and issuing correcting material to the editors of the papers. Now, I was under the impression—as a matter of fact I have been informed by my friends that that was being done; but I gather from your answer that it is not being done.

The WITNESS: I should not say in those specific terms, that every item concerning Canada was the subject of a communication by the Embassy by any means but that over all and along general lines on which there seems to be substantial inaccuracies or a lack of understanding steps would be taken to put the facts before the public.

By Mr. Fleming:

Q. One more question because I want to finish this up tonight. Of this \$42,000 increase in this year's estimates, during last year's expenditure do I understand there was \$20,000 provided for this bulletin? Is that a clear increase over the last year?—A. There was an item in last year as well.

Q. The \$20,000 does not represent a net increase?—A. There was no expenditure last year.

Q. The \$20,000 represents a clear net increase?

Mr. HACKETT: Over expenditures.

The WITNESS: Over expenditure last year.

Mr. COTE: May I say something with regard to Mr. Fleming's question? I would like to know first: is there a single instance where the department of information since it has been entangled with the Department of External Affairs

has given information conducive to bad publicity toward Canada; two, if bad publicity was made about Canada by various statements I would say it is because of lack of knowledge by the various papers on account of lack of information from Canada and the various papers have published unfounded and uninformed information; third, I am more inclined to believe it is about time that we in international affairs deal with the broadminded principle of making Canada known and put our message across through the various vehicles of information that are now up-to-date devices than it was dealing with regard to various items of money expenditures. Mr. Rae mentioned in his report a certain amount of money was spent for various objectives, various devices toward the same objective. I would like to know, for instance, if the Department of External Affairs is doing anything whatsoever either in respect of subsidies or grants or whatnots to help the Canada Foundation, for instance?

Mr. HARRIS: Mr. Chairman, it is now 11 o'clock. I wonder if we could adjourn.

Mr. COTE: I would like to have an answer to my question before we close.

Mr. BENEDICKSON: Perhaps that would be the last question and we could dispose of the witness.

Mr. COTE: Just answer yes or no.

The WITNESS: There is no subsidy.

The CHAIRMAN: Before we adjourn I wish to thank Mr. Rae for his evidence. At our next meeting we will have Mr. Riddell, who will deal with item 62.

Early in the session I mentioned that we would like to have General McNaughton speak before a joint meeting of the Senate and the House of Commons Committees in the Railway Committee room at which the press and the public would be admitted. I will mention that at the meeting of the steering committee.

—The committee adjourned.

HOUSE OF COMMONS

Government
Publications

STANDING COMMITTEE

ON

EXTERNAL AFFAIRS

MINUTES OF PROCEEDINGS AND EVIDENCE

No. 7

MONDAY, JUNE 14, 1948

WITNESS:

Mr. R. G. Riddell, Chief of the United Nations Division, Department of External Affairs.

OTTAWA
EDMOND CLOUTIER, C.M.G., B.A., I Ph.,
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
CONTROLLER OF STATIONERY
1948

MINUTES OF PROCEEDINGS

MONDAY, June 14, 1948.

The Standing Committee on External Affairs met this evening at 8.30. Mr. Bradette, the Chairman, presided.

Members present: Messrs. Baker, Beaudoin, Benidickson, Bradette, Dickey, Fleming, Gauthier (*Portneuf*), Harris (*Grey-Bruce*), Jackman, Leger, Mutch, Pinard and Winkler.

In attendance: Messrs. R. G. Riddell, Chief of the United Nations Division, Hume Wright and B. M. Williams and Miss Miriam McPherson.

The committee resumed and concluded its consideration of the estimates referred.

Item 62 was called—United Nations.

Mr. R. G. Riddell was called. He made a statement on the United Nations Organization and was examined thereon. He referred to the Report of the Second Session of the General Assembly of the United Nations held in New York in the Fall of 1947.—Conference Series No. 1—Department of External Affairs—Canada at the United Nations, 1947.

Copies of this report, tabled in the House on June 9, have been distributed to the members of the committee. It outlines the attitude and contribution of the Canadian Delegation.

The witness filed for distribution copies of a chart showing the organization of the United Nations.

Mr. Riddell gave information previously requested by Mr. Fleming concerning the U.N. budget and assessment of countries for the headquarters site.

Mr. Riddell was retired.

The committee took into consideration the following notice of motion given on Wednesday, June 9, by Mr. Fleming:

That this committee request the Government to appoint a national commission in accordance with Article VII of the Constitution of the United Nations Educational, Scientific and Cultural Organization.

Mr. Riddell was recalled and questioned on the establishment of such a commission. The witness retired.

After discussion, the question being put, it was resolved in the negative.

Items 52 to 67 both inclusive were approved.

Ordered,—That the Chairman report back the estimates to the House.

Mr. Harris, parliamentary assistant to the Secretary of State for External Affairs paid tribute to the officials of the Department who represent Canada at the United Nations' meetings and its various bodies and agencies.

The Chairman also expressed appreciation to Mr. Riddell and other officers of the Department.

The Chairman stated, before adjournment, that in view of the late stage of the session, it will not be possible to hear General A. G. L. MacNaughton.

At 10.30, the committee adjourned to the call of the Chair.

ANTONIO PLOUFFE,
Clerk of the Committee.

MINUTES OF EVIDENCE

HOUSE OF COMMONS,
June 14, 1948.

The Standing Committee on External Affairs met this day at 8.30 p.m. The Chairman, Mr. J. A. Bradette, presided.

The CHAIRMAN: We have the pleasure and the honour this evening of having Mr. Riddell present. We will commence with item 62, the United Nations.

Now, Mr. Riddell, I presume you have a short opening statement which you wish to make. You may proceed with that.

R. G. Riddell, Chief of The United Nations Division, called:

The WITNESS: The main purpose of my appearance before this committee is to give the members of the committee an opportunity of asking questions and making comments on the report, which has already been distributed entitled, "Canada at the United Nations, 1947". Specifically, this is a report of the activities of the Canadian delegation at the second session of the General Assembly of the United Nations which was held in New York from September to November, 1947. However, the full scope of the work of the United Nations is gathered together in the annual session of the General Assembly so, in a very real sense, the report of the department on the session of the General Assembly constitutes a report on the work of the United Nations for the current year.

The policy of the government in regard to the United Nations was discussed at some length by the Secretary of State for External Affairs during the statement he made recently in the House on foreign policy. I do not think it is necessary for me to cover the ground again which he covered on that occasion, nor would it be proper for me to do so. I might, however, make a very few introductory remarks concerning the United Nations, as a means of drawing attention of the members of the committee to particular aspects of the report.

I have found that, in general, people ask three questions about the United Nations when that body is being discussed. They say, "How effective is this organization in the present circumstances? What are its weaknesses? Can these weaknesses be cured?" I should like to discuss very briefly those three questions.

How effective is the organization in the present circumstances? Well, I think we should set that question against the object for which the United Nations was brought into existence. The object is stated in the early sections of the charter, very simply. The object of the United Nations is to maintain international peace and security; that is a very broad proposition. It places a heavy responsibility on the organization. More specifically, it is to maintain international peace and security; first of all, by preventing war through collective action in an emergency and, secondly, by removing the causes of war through preventive action, political, social or economic, over the long term.

The function of the United Nations then, generally speaking, is two-fold. First, it has to deal with emergency disputes and situations which may lead

to war by initiating collective action designed to prevent it. More generally, over the long term, it has to remove the root causes which lead to international conflict.

Now, Mr. Chairman, my personal view is it would be misleading to suggest that the United Nations is an effective organization for guaranteeing peace and security in the present circumstances. The peace and security of the world at this moment, undoubtedly, depends in a large measure on other forces. It is, nevertheless, possible to weigh the organization in the balance and to find, even in the short space of three years—it is now almost exactly three years since the charter of the United Nations was signed,—within the short space of three years, it has operated within the limits that are possible to it in the present world situation, with a degree of vitality and a degree of energy which gives promise for the future.

In the first place the organization has provided itself with a constitution, a well-developed and complicated constitution; a constitution in which the very difficult task of associating sovereign states, states which are very conscious of their sovereignty in an international organization, has been accomplished. This has been done in a manner which, although it does not immediately diminish from the amount of national sovereignty in the world, nevertheless has made it possible for the organization to operate. The constitution which is embodied in the charter of the United Nations, on the whole is a more effective document than the document which brought the League of Nations into existence, the last experiment in international organization. It is a more complicated document than the covenant of the League of Nations, but the fact that it is complicated, the fact that it was elaborated to the extent it has been elaborated, has made it possible for all the great powers to participate in the activities of the United Nations. This, of course, is a very great gain in respect of the United Nations in comparison with the old League of Nations.

The United Nations has also provided itself with a civil service. I would not pretend for a moment that the civil servants at Long Island in New York are themselves going to save the peace of the world. Nevertheless it is a considerable achievement that, in the course of three years, it has been possible for the secretariat of the United Nations to provide an efficient international administration. In doing that, it has been necessary for them to draw their personnel from the 58 nations which are now members of the United Nations. It has been necessary for them to draw their personnel also from as many different varieties of skills and techniques. The fact that this international civil service operates with what, to my mind, is a relatively high degree of efficiency is, I think, a very considerable achievement.

I am sure, Mr. Chairman, you will recall as I do the skill with which the machinery of the General Assembly was operated. You will recall how complicated a business the General Assembly was and how with certain inadequacies it is true but, generally with despatch, the machinery of that assembly functioned. I think, also, it has been possible for them to make a beginning on the process of developing a sense of loyalty, an esprit de corps in this international civil service which, in the long run will strengthen this organization.

A few weeks ago General McNaughton spoke at a public meeting in Ottawa. In the course of the question period which followed, he was asked a question about the impartiality, the objectiveness of the international civil service which had been gathered together at Lake Success. He said that during his term as president of the Security Council he had been served by two men who were his immediate advisers from the secretariat, both of whom came from eastern Europe. In the course of the time he was president of the Security Council, he never once detected any attitude or any action on the part of these two individuals which indicated anything but objective loyalty to the organiza-

tion which they have served. This is a new organization. It is only three years old. I think the fact that they have put this civil service together which operates with efficiency and which is beginning to command the loyalty of its servants, is a considerable achievement.

There is also a kind of legislature which is now functioning. I refer, of course, to the General Assembly of the United Nations. It has not a legislature in our sense because its laws are not mandatory. The resolutions of the General Assembly are recommendations only and no state is compelled to accept them. There is, nevertheless, in the General Assembly the beginning of a kind of world legislature. It is still too early to estimate the persuasive effect of the resolutions of the Assembly but, during its three years of existence, the Assembly has taken on its agenda some very serious political questions and has come to decisions in regard to those questions. These decisions have had a measurable effect on the political situation with which they were concerned.

In a sense, at the last session of the General Assembly concerning which this report gives an account, the General Assembly went into business. It previously had been concerned, to a certain extent, with the development of its own organization; but at the last session, it may be said it went into business, in the sense it took on to its agenda matters of immediate and active importance in world affairs. In this connection I would refer to three particular subjects, Greece, Korea and Palestine. There may be differences of opinion as to whether the action which the General Assembly took in connection with those subjects were good or bad. The fact that the vote was divided in the Assembly was, itself, an indication that there were differences of opinion on those subjects. Nevertheless, decisions on those subjects were recorded and have had a subsequent influence on world events, good or bad, depending on your attitude towards these decisions.

The United Nations has also provided itself with something which is in the nature of an executive. I refer, in particular, to the Security Council. Now, it is only in a very general manner that the Security Council can be defined as the executive of the United Nations. It is not an executive in relation to that legislature in the same sense that our executive is to our legislature. It is, however, a body constituted for the purpose of taking administrative action in regard to the day to day business of world affairs, in so far as peace and security are concerned. Again, the record of the Security Council is far from satisfactory. I should like to discuss very briefly a little later, the reasons for the weakness of the Security Council. The main weakness, I think, is the fact that the great power unity which was present when the United Nations was brought into existence has since disappeared. Outside the area of conflict between the great powers, there are certain subjects with which the Security Council has been able to deal with a measure of effectiveness. You will see that I am being careful not to claim too great an amount of success for this organization. I think it would be a great mistake to suggest that the organization has yet established itself as a body which would inevitably solve the problems which have been given to it.

I say outside this area there have been certain problems in which the Security Council has had a measure of success. I refer again to three questions, Palestine, Indonesia and Kashmir. All three of those questions have been on the agenda of the Security Council during recent months. The Security Council has not solved the problems in any one of those three cases. Nevertheless I am quite sure that had it not been for the action of the Security Council there would have been warfare in all three places at the present time.

The United Nations through the Security Council may not be able eventually to solve those problems but it at least has postponed the outbreak of hostilities, or, as in the case of Palestine, has brought hostilities to an end and provided an opportunity for a settlement by negotiation to take place.

There are other organs of the United Nations which are in a sense executive bodies, the Economic and Social Council, The Trusteeship Council. Those bodies in turn have given responsibility to subsidiary organs, to Commissions which are endeavouring to define the basis of international co-operation in a wide variety of fields.

I should like to refer very briefly to the activities of one only of those commissions, because there are many. I refer in particular to the Commission on Human Rights. In some ways the most abstract activity of the United Nations at the present time is the effort which it is undertaking to lay down a charter of human rights which can be accepted internationally. It is a subject which has been discussed in a committee of this parliament over recent months. I should like to quote a statement which the chairman of the parliamentary committee made in regard to the activities of the Commission on Human Rights. He had been asked whether or not a declaration on human rights passed by the United Nations would have any binding effect on Canada. This is a statement by Mr. Ilsley made in the committee on the 4th of May. He said:

If a declaration was made by the United Nations and Canada voted in favour of that declaration that was so made I would think continually when we introduced legislation in the House of Commons, or in the Senate of Canada, you would have members who would get up and say, if the legislation did depart from the declaration, "This legislation is faulty. It departs from that declaration." The declaration has a continual living binding effect upon your federal legislation, and in all probability it would have some effect on provincial legislation, too. As I understand it that is what Mr. Hopkins means by the persuasive force of a declaration. It may be as far as the country will ever go. It may be they will never enter into a covenant. A nation must be pretty careful about entering into a covenant, of course. It is not too pleasant to have yourself impeached as a violator of a covenant by other nations, and have to argue your case out before a tribunal consisting of all the nations of the world, but the declaration might have a very real and beneficial effect upon legislation in your own country.

I have here, Mr. Chairman, a chart which, with your permission, we may distribute to members of the committee. It gives an indication of the organization of the United Nations, and an elaboration of that structure about which I have been speaking. I do not think it will be necessary for me to go into any detailed description of this organization although I would subsequently be glad to answer any questions about it. The outer ring of squares which are shown on this chart contain the names of the specialized agencies of the United Nations. These are the functional organizations, the intergovernmental bodies charged with administrative responsibilities in particular specialized technical fields.

I understand at your last meeting you had some discussion of the International Civil Aviation Organization which is a very good example of the purposes, and indeed, the achievements of the specialized agencies which are related to the United Nations.

I said that the second question which people frequently asked concerned the weaknesses of the United Nations, and that a corollary to that question was another one concerning whether or not those weaknesses could be cured. I think the weaknesses in general are of two kinds. There are weaknesses which arise generally out of the political situation, and there are administrative weaknesses which arise out of the character of the organization. In the first of those two groups, the weaknesses which arise out of the political situation, we have the matter that I have already mentioned, the disappearance of great power unity in the period following the adoption of United Nations. This is a matter of

very great importance in the contemporary world. It has held up the conclusion of the peace treaties, and there is no question that in every aspect of the work of the United Nations at the present time the differences between eastern Europe and the rest of the world provide an effective impediment to the success of the organization. This great division reaches down into every aspect of the work of the United Nations. There is no conference, there is no committee, there is no commission in which sooner or later a representative of a government at United Nations conferences does not find himself confronted with these stubborn problems. It is my own view that until these general issues between eastern Europe and the rest of the contemporary world are abated that we should not expect too much of the United Nations.

This difference between eastern Europe and the rest of the world is not merely a political one. It arises also out of certain differences in outlook and differences in background and political ideas. I think, for example, that the countries of eastern Europe which are organized on a political pattern which is very different from ours expect that the international organization in which they participate will also be organized according to that pattern. In a communist state the legislature is carefully controlled by the executive, and in a sense registers the decisions of the executive and has very little freedom of action. I think there has been some expectation on the part of those states that the general assembly of the United Nations would in a sense be that kind of body, whereas in the west the expectation has been that the general assembly would be in a sense an international parliament in which all nations would have an opportunity to express freely their views on international questions, to criticize the policies of the greater powers, to differ from their policies, and also to attempt to alter them.

There are also differences in political training that have impeded the development of the organization. The framework of administration is so different in various countries around the world that it is often hard for people from various countries to understand the administrative techniques of their neighbours.

By Mr. Jackman:

Q. Perhaps I might interrupt. Is it likely that the western nations which believe in parliamentary democracy will have to swing more towards the other way of thinking, or are they going to come to our way of thinking, or what in your opinion is the likely solution to this different conception of government, and the application of government to the United Nations? We think they are pretty shocking in their methods of home government, and they want to apply those methods apparently, as you suggest, to the general assembly and the security council, and I have no doubt that they think our methods are, to say the least, inefficient. Where is our solution? What is likely to happen?—
A. I do not think I can give a satisfactory answer to Mr. Jackman's very good question because it is so basic in the political conflicts of the contemporary world. I would think it would be a great mistake to expect any immediate solution to this kind of difference. The only hope would be that, if the United Nations continues in existence over a period of a decade or more, gradually the member states will become more familiar with each other's political ideas, with their political background, and that, granted the will to work out some kind of international administration through the United Nations, they will make allowances for those differences in background. I think I can give you an example of what I mean. I once listened to a long and very difficult discussion in a United Nations conference on the question of whether or not the United Nations should be served by independent experts. It was the original intention that the United Nations should be able to appoint a man who was an expert on, let us say, the production of coal, who would detach himself from his own political background, and from his own community, and who would serve the United Nations as an

expert on this subject, producing expert information. That intention was almost entirely defeated because of the stubborn resistance of the eastern European states, and particularly the Soviet Union, to this idea of the independent expert. I listened on one occasion to the representative of the U.S.S.R. discussing the question, and I came to the conclusion that the idea of the independent expert, the man who does research and produces independent objective data on the subject, was unfamiliar to him and his colleagues. They were not prepared to interest themselves in this proposal because they did not understand it, because they felt that it was not possible for this kind of an individual to function in an international role. That constitutes a very serious problem.

Mr. JACKMAN: Yes, I know. What would they regard the functions of an expert of the type to which you have referred say with regard to coal production?

The WITNESS: They would, I think, regard him as an official who would produce the figures which the negotiator would use in the course of his negotiations.

The problem was illustrated again in an interesting manner in the meeting of the Commission on Human Rights. The Canadian who sat on the Freedom of Information Committee of the Commission on Human Rights was Mr. George Ferguson, editor of the *Montreal Star*. Mr. Ferguson was not appointed by the Canadian government to that position. He was nominated by the United States member, and he was elected by the members of the Economic and Social Council; and in no sense is Mr. Ferguson appointed by the Canadian government, the Canadian government did not instruct him and does not receive any reports from him; and as far as it is possible Mr. Ferguson in his membership on that commission is an independent expert on press matters acting in the service of international unity. The Soviet citizen on that same commission, if I remember correctly, is a member of the Soviet consular staff of the city of New York. The idea that somebody would act for the Soviet Union who would not be part of the Soviet administrative system, for the purpose of discussing international problems, is quite foreign to them. It is not only a matter of opposing something which is regarded as wrong; it is a matter of opposing something which is quite foreign to their system, or political background. Misunderstandings have arisen because of this difference of outlook, and I feel it will take a long time before we fully understand the difference of approach.

Mr. JACKMAN: I do not suppose that these European nations feel that they are backward as compared to other states, they have no inferiority complexes in regard to their attitudes with respect to these matters where they brush up against our concepts, I don't suppose.

The WITNESS: I have never detected any feeling of that kind.

Mr. BAKER: Could you say, Mr. Riddell, that the nations will for the time being have to agree to disagree as regards fundamental and domestic political principles, but they will have to try to agree on international political principles and then over the course of time you will hope that that will cause them possibly to come to some compatible political principles?

The WITNESS: Yes, if we take the long view. It requires a very long view.

Mr. BAKER: I mean, that is the only way the thing can possibly work out, according to my observations of the past few years.

The WITNESS: Now, Mr. Chairman, I suggest that there are also certain weaknesses which have been revealed in the organization itself, in the structure of the organization. I suggested that the general assembly was in a sense a kind of legislature of the world. But it is a legislature which sometimes is in danger of becoming nothing much better than an international propaganda agency. There is a possibility that the assembly of the United Nations will be used

simply for the purpose of making national cases without very much reference to the constructive results which may come out of this process. I think the only possible cure to that danger is on the one hand self-restraint and discipline on the part of the members of the United Nations; on the other, to develop rules of procedure which will make it possible to correct these practices. Some progress has been made in that direction. Rules of procedure were revised at the last meeting of the assembly; and you will remember, Mr. Chairman, that the Canadian delegation took some initiative in that respect. In the long run, however, if members of an organization want to sabotage its activities it is very difficult to stop them from doing so by rules of procedure; and no one would suggest that revision in the rules alone would provide a solution of this problem.

There are some limitations also to the extent to which the Security Council can function adequately. These limitations, of course, must be set against the background of differences which have arisen between the great powers. The best known of these handicaps is the veto. The term "veto" is a popular description of the rule of unanimity amongst the permanent members of the Security Council. The veto is the price which it was necessary to pay to secure the presence of all the great powers in the United Nations organization. It was generally thought at San Francisco that this price was not too great. It was also generally thought at that time that the veto would be used with restraint. Now, the veto is a thorough method of getting around the difficulty which arises out of the fact that all states of this world are not equal. There are some which have great power and which bear very heavy responsibilities and there are others with small power and with much less responsibility; and it is unrealistic to assume that the political weight of each of these groups will be exactly the same. The misuse of the veto is simply a symptom of the political tension which has developed since the inception of the United Nations charter; and although certain procedural reforms have been suggested, among them some which the United States for example has agreed to adopt, that would remove many of the abuses of the veto, I do not think that the veto itself will cease to hamper the work of the Security Council until there has been some general alleviation in the present international tension. It is only over a long period of time that, by the development through custom, through precedent of satisfactory procedures in the Security Council, that the veto will generally fall into disuse or be restricted.

The Security Council also is hampered at the present time through the absence of forces through which to make its decisions effective. In the absence of agreement amongst the great powers as to the course of action to be followed, it is perhaps just as well that the Security Council is not tempted to try to put its decision into effect by force just now. In the long run, however, one of the great weaknesses is the failure of the military staff committee to provide for military forces with which to give effect to the decisions of the Security Council.

Mr. JACKMAN: By the way, how far have they gone? Have they made any attempt at all to adopt an international police force?

The WITNESS: The meetings of the military staff committee are secret and we do not know a great deal about them. They have provided an interim report which indicated that no progress has been made. As far as we can find out, the military staff committee, which consists of representatives of the great powers, have not yet made any progress whatever toward providing the United Nations with armed forces.

Mr. Chairman, I do not think it is my function to try to evaluate the United Nations in terms of its importance in Canadian foreign policy. I should like

however to quote briefly from the statement which the Secretary of State for External Affairs made in the House on this question on April 29. I will quote two or three sentences only. He said on that occasion:

On repeated occasions the government has indicated that collective security through the operations of an effective international organization was a primary objective in the foreign policy of this country. This continues to be our policy. We are fully aware, however, of the inadequacy of the United Nations at the present moment to provide the nations of the world with the security which they require.

And later he said:

During the last two years our faith in the United Nations as an effective organization for peace and security has been pretty severely shaken. What is unshaken is our determination to make of it, or within it, an effective organization for these purposes. Unshaken also is our faith that this can be achieved. It is therefore important that the United Nations be kept in existence, and that we make every possible use of the very high degree of vitality which, in spite of these divergent opinions it has shown.

Mr. Chairman, I think at this point with your permission I will direct the attention of the committee to the report itself. I will be glad to receive your direction as to the procedure which we should follow.

The CHAIRMAN: Personally, I think members have not yet had an opportunity to digest the contents of this voluminous report so I hardly think it would serve any good purpose for you to take the report page by page. I think at this stage we might have questions as to the general statement which you have made before the committee this evening.

By Mr. Jackman:

Q. Mr. Chairman, might I ask Mr. Riddell this question? It was the hope, as I understand it, when the United Nations was formed that it was through its operations that gradually there would be built up a code of substance of international law to apply to the laws of international justice as they arose; and there would also be a code of procedure that would be built up as to how to go about these matters. Now, there have been a number of cases before the United Nations—Kashmir, Indonesia, Palestine, and a number of others that I cannot recall off hand; but has any code or the beginning of a substance of international law been developed; or, has it been entirely lacking in the last three years? What about the procedural law?—A. Only a beginning has been made in this direction, sir. The report which is currently before you, contains on page 244 a document entitled, A Statute of the international law commission. I will read the preamble to that section: "1. The International Law Commission shall have for its object the promotion of the progressive development of international law and its codification. 2. The commission shall concern itself primarily with public international law, but is not precluded from entering the field of private international law."

Q. Is that just statutory revision authority; or is it for the creating of new laws; or, is it for them to act as sort of law officers for the crown; or to introduce new concepts in international law?—A. I would think their primary function would be to codify the existing law; as the international court of justice functions and as any case law is built up out of experience, such as Kashmir. I would think that would be a new body of international law on which it would work.

Q. They have not had much chance to do anything?—A. They have not been set up. They are in the process of being established at the moment and the members will be named at the next meeting of the assembly. The nominations are now taking place.

By Mr. Dickey:

Q. Surely the building up of an international system of case law is a rather unsatisfactory way to proceed, is it not? After all, that is the British common law system which took many hundred years to evolve; and it would seem that some sort of international code would be more in keeping with the needs of a development of international law.—A. I would think that something of that nature was in the long run envisaged and there will be a very long process of development.

By Mr. Jackman:

Q. Do you mean the reasoning from abstract principle or from precedent? —A. I do not know of any consideration which is being given at the moment to the enactment of an international code of law which would go into effect on a particular day and which would be embodied in a single convention that might be signed by member states. If the members of the committee would like to explore this—

Mr. HARRIS: May I interrupt? The purpose of the international law Commission is, of course, to codify all international law, and on their appointment at the next meeting of the assembly so far as I could judge from the conversation of those parties interested in pursuing this work, they would go to work with the various text-books or statements of international law by the various countries and indicate in a general way the basic principles that should be adopted; not so much by writing it for the benefit of posterity but indicating the codes of the various countries in so far as they have accepted the same principles with respect to the same set of facts. Now, that in itself will be a long drawn out indexing job, if we want to put it on a very low level. It won't quite be that, because certain things which came up at the last assembly indicate the necessity for a statement of what might be termed new international law. There was discussion on the resolution on the crime of genocide which had not apparently been referred to in any known text-book of very much significance.

At any rate, the legal committee of the assembly was much concerned not to become involved in the definition of the crime for fear they would be overlooking some essential which maturer thought would provide. And that is the type of thing which the International Law Commission would have in hand—any new crime or any new set of facts which require a contemporary decision, as well as the codification of the existing learning on that type of international crime which heretofore had been dealt with. Do you agree with that?

The WITNESS: Yes, sir.

By Mr. Winkler:

Q. In regard to the difficulties within the Security Council that Mr. Riddell has been speaking of and the apparently insoluble differences between the east and the west, inasmuch as Russia seems to be the stumbling block as far as we are concerned, I would like to ask whether it appears to Mr. Riddell that there has been a tendency to more or less placate Russia in order to keep her in the United Nations rather than face up to the difficulty? That is probably a rather awkward question, but it often struck me that we were bending over backwards for fear that Russia might leave the Security Council.—A. The negotiations which preceded the adoption of the United Nations charter were ones in which the great powers, which were primarily responsible for bringing the United

Nations into existence, stated their positions. The position of the Soviet Union was, generally speaking, safeguarded in the charter. The procedures which the Soviet representatives have used in the Security Council to make it impossible for the Security Council to reach a decision on a question such as Greece, for example, are procedures which are legal and constitutional within the charter. The only way you could remove them—remove these difficulties, remove these procedures, would be by revising the charter. The revision of the charter itself is subject to a veto. Therefore, there is no way at the moment in which, against the will of any permanent member country, you could revise the charter or remove these obstacles. Therefore, you could not revise the charter without driving the permanent member who objected to the revisions out of the organization. I do not think it has been the policy of any member of the United Nations up to the present time to consider that the revision of the charter of the United Nations at the expense of destroying the very wide membership of that organization would be wise or expedient at this juncture. The time may arrive when it will be considered, but at the moment I think there is general agreement that the differences will not be pressed to the point of destroying the organization. There have, however, been efforts to circumvent some of these obstacles. For example, when it became impossible to take effective action in the Security Council to protect the northern boundaries of Greece the case was carried into the General Assembly and was debated at some length and with great energy in the General Assembly—and an account of those debates is given in this report. As a result of those debates a commission was sent to the northern boundaries of Greece to provide a kind of international watch on that border. The military effectiveness of that commission has not, of course, been great. The few members which constitute it, with their advisers and assistants are not able to protect that boundary, but they are able to report to the world constantly on what is going on on that boundary; and it is generally felt that the presence of that international commission watching on the northern boundaries of Greece and reporting on that situation has had a deterrent effect on the infiltration of trouble makers over the borders. I give that as an example of the way in which, without attempting to revise the charter at the moment, efforts have been made to find ways of advancing policy within the existing framework of the charter.

Mr. DICKEY: There is another question with reference to the Security Council which I wish to refer to. I might say that I consider your evidence very frank and very interesting, and I am sure that all the members agree with me. I was wondering if you could give us some idea of the result of Canada's participation as a member of the Security Council? Do you think it has been a valuable thing to us to be a member of the council, and has it been of any value to the United Nations? Have we made any particular contribution which has helped or in any way affected the deliberations or actions of the Security Council?

Mr. BAKER: I can speak from personal knowledge which I gained during my visit to Lake Success. General McNaughton, through his address, saved what would apparently have been armed conflict between Pakistan and India, and the Indian delegates agreed to go back to India. They flew back home. I think Mr. Riddell will bear me out in that. I happened to be there on that day, so I know of General McNaughton's contribution.

The WITNESS: The answer which I can give to that question is necessarily a limited one. It is more appropriately answered by a member of the government, and Mr. Harris may wish to say something about it. I might, however, make two or three general remarks about a question. In the first place, I think that willingness to accept the benefits of an organization implies also willingness to accept its responsibilities. Membership on the councils of the United Nations

although on the one hand regarded as a great honour and privilege, on the other hand is regarded as a great responsibility and obligation, and may require the member government to make decisions about questions that arise far from its borders, questions which are remote from its immediate political interests, such as the question which has been referred to here, the question of Kashmir. I would think, therefore, that the willingness of the Canadian government to accept these responsibilities and obligations which are involved in membership on the Security Council was itself an evidence of confidence in the organization and willingness to stay with it.

As far as profit to this country is concerned, there again my answer must be a limited one. In as far as the organization is strengthened by the willingness of members to accept these responsibilities, I would think certainly that this country had benefited. I would think also it had benefited by the experience which Canadians have gained by their presence in the discussions which have taken place in the Security Council. I would hope also that the United Nations has benefited by the kind of judgment that has been brought to bear on these issues by the Canadian delegation to the Security Council, although a member of the department is perhaps not the most appropriate person to make that observation.

Mr. JACKMAN: It is pretty well conceded that Canada has had an influence in United Nations affairs beyond its population and its wealth. After all, we have been elected to the Security Council even though we did replace Mexico; and judging by previous records I think we are a good deal more than holding our own and making a contribution greater than might be expected of a nation of our size in the proceedings of the United Nations. Mr. Harris would agree with that, would he not?

By Mr. Dickey:

Q. A question not connected with that, Mr. Riddell: my understanding is that the specialized agencies operated by the old League of Nations were, at least, one phase of the League of Nations which was considered quite successful. I wondered, judging by the standards set by the I.L.O. and other agencies operating under the League of Nations, if the specialized agencies now working under the United Nations, measure up to the promise given on the old basis? —A. I think, Mr. Chairman, that the record of the United Nations is most promising within the field of the specialized agencies. The International Civil Aviation organization which has its headquarters in Canada, is very rapidly working out an international code of operations for civil aircraft. The International Refugee Organization is, I think, vindicating its existence in the contribution it is making to the solution of what we hope is a temporary problem. I think the immigration services of this country have benefited greatly from the operations of the International Refugee Organization. The International Labour Organization is now a specialized agency of the United Nations and is continuing its functions.

A much more general effort is being made to organize these international technical bodies in the form of specialized agencies related to the United Nations and to have their functions co-ordinated through the United Nations so that overlapping will be eliminated and certain common services worked out. Very notable progress has, I think, been made in this connection.

By Mr. Jackman:

Q. On the chart which shows these specialized organizations they are shown, for the most part, by broken lines which indicate an indirect relationship. Do they get their budget and their funds from the international organiza-

tion? What is the meaning of the "indirect relationship"?—A. Each of the specialized agencies is organized through an inter-governmental agreement which sets up that organization.

Q. Independent of membership in the United Nations?—A. Of the United Nations; the organization then negotiates an agreement with the United Nations defining its relationship with that organization. When that agreement is concluded and ratified on both sides, the relationship is then established. That relationship, generally, has not been as close as was originally anticipated. It was thought, at one time, that the budgets of all these organizations might be co-ordinated and supervised by the United Nations; that has not proven to be possible. So far the central organizations of the United Nations, the General Assembly and the Economic and Social Council have a power only of review and comment on the activities of the specialized agencies.

Q. Take the International Civil Aviation Organization, for instance, that could exist entirely apart from the United Nations?—A. That is correct.

Q. It raises its own funds from its own members?—A. That is correct.

Q. No division of the United Nations, the Security Council of the General Assembly, has any disciplinary or other powers over ICAO?—A. They have no mandatory powers, but they have very considerable persuasive powers. An example of that has recently arisen in connection with the membership of Spain in the International Civil Aviation Organization. A resolution of the General Assembly required that Spain be expelled from all organs of the United Nations. Spain was, at one time, a member of the International Civil Aviation Organization. Its membership in that organization was dropped in compliance with the decision of the General Assembly.

Q. Has Russia become reconciled to the taking over of the old League of Nations specialized agencies and the more or less incorporation of them in the United Nations? I was interested in hearing Vernon Bartlett say on the radio the other day he was so glad to see so many of his old friends when he visited the United Nations. This gave rise to the thought that, perhaps, in the International Labour Organization many of the old personnel were still there and quite rightly so, from our point of view, but I understood Russia was against anything which had to do with the old League of Nations?—A. That is quite true. However, Russia is not a member of the International Labour Organization nor is she a member of most of the others. She is a member of the World Health Organization.

Q. Has she become reconciled to the old League of Nations independent organizations being associated with the United Nations? Has she ceased her objections?—A. Yes, I think that issue is pretty well settled. These organizations have pretty well blotted out or removed references to the old League of Nations.

Q. Just in passing, what has become of that old palace of the League of Nations?—A. It is being used as the European headquarters of the United Nations, and used quite extensively.

The CHAIRMAN: You made a statement which impressed me greatly when you stated that the activities of the General Assembly at Flushing Meadows seemed to be leading towards world government. My reactions on that score in Lake Success and Flushing Meadows were very concrete. I mean by that that the democracies such as Canada, the United States and Great Britain are always a little bit afraid of their own national sovereignty. On the other hand, you have Russia who is not so much afraid about national sovereignty as about political international sovereignty. I believe that is one of the skeletons in the closet which has stultified the activities of some of the other nations. I do not

think we have quite reached that stage yet, even in the democracies. In the democracies one is always faced with political responsibility. We are still not quite ready for world government.

The WITNESS: Mr. Chairman, if we are thinking in terms of world government, we must think in very long terms. It may be we are not even within very distant sight of it. It is only a beginning which has been made at Flushing Meadows and Lake Success. I do not think any nation will surrender any great measure of its national sovereignty if it feels insecure in doing so. It would be unwise to take such a step.

Nevertheless, from day to day, in many ways we do surrender little bits of national sovereignty, although we may reclaim them at any time. We are, in fact, taking part on a very small scale, in international activities which provide for international administration.

The CHAIRMAN: Are there any more questions?

By Mr. Baker:

Q. The International Bank and the International Monetary Fund, the United Nations Organization has no direct control over them, has it?—A. They are both specialized agencies. They both have agreements with the United Nations. Those agreements do not provide for very direct or immediate control. The United Nations, nevertheless, has power to review and comment on both of them.

Q. What I was thinking about in particular was the devaluation of the franc which took place against the wishes of the governing body of the International Monetary Fund. Nothing could be done about it. France just went ahead and did it. The United Nations has no control over that sort of thing?—A. All the General Assembly could do about a situation of that nature would be to pass a resolution expressing its approval or disapproval.

By Mr. Dickey:

Q. Several witnesses have referred to the ICAO budget and to the fact an assessment was made against Canada. I understand that is the manner in which this organization gets its funds, is that correct?—A. That is correct.

Q. The General Assembly has no control over that?—A. No, that is a matter of negotiation in the conferences of each of these organizations, and for agreement by the member governments.

Q. These organizations are essentially financially independent from the United Nations as an organization?—A. That is correct. Their budgets are subject to review by the United Nations. It might conceivably be that the assembly of the United Nations, or the Economic and Social Council in the course of reviewing the activities of these organizations would say that one of the organizations was spending too much money on a part of its activities in view of the fact the same work was being done by another organization. That is the kind of influence the United Nations can exert.

The CHAIRMAN: Any more questions?

By Mr. Gauthier:

Q. From what you said you thought maybe it would be possible that the veto might disappear by and by from the United Nations?—A. I think it might fall into disuse. I think if it fell into disuse it would not matter very much whether it was on the books or not.

Q. But to get rid of the veto every veto favoured nation would have to vote?—A. Yes.

Q. How can anyone believe that you will ever get co-operation among the nations of the world through U.N.O. when the whole thing starts from a non-co-operative point? The veto is in itself absolutely unco-operative. How can you get co-operation as long as you have the veto in the United Nations?—A. Well, I think the point is a very good one. As I suggested previously the veto is the price at which it was possible to get great power participation.

Q. It was a high price?—A. Yes. It is, however, also a function of this difference in size and responsibility amongst the nations of the world. There are proposals at the moment which the United States' government has made, and has offered to accept, that the use of the veto be restricted to those issues on which the actual use of the physical resources of the members is put into action. If that were adopted it would make a very great difference in the use of the veto.

*By Mr. Dickey: **

Q. There is no prospect of that being adopted.—A. No immediate prospect.

By Mr. Leger:

Q. You said Spain was once a member of ICAO.—A. Yes.

Q. And then she was asked to withdraw.—A. Yes.

Q. Is there any other organization from which Spain has been asked to withdraw?—A. I do not recall that Spain was ever a member of any of the other specialized agencies. It is not quite correct to say Spain was a member of the International Civil Aviation Organization because at the time that the resolution of the general assembly was passed—

Q. Did you not say that a little while ago?—A. Yes, I did, but at the time the resolution of the general assembly was passed ICAO was still a provisional organization. When they met to set up their permanent organization, they had then to consider the question of who would be members, and they did not include Spain in the permanent organization although she had been a member of the provisional organization.

By Mr. Dickey:

Q. Did that not result from the fact that the original Chicago conference antedated some of the organization of the United Nations, and Spain was represented at Chicago?—A. That is correct. Mr. Chairman, at a previous meeting Mr. Fleming asked for information concerning the arrangements for the construction of the headquarters site of the United Nations, and I said I would make the information in this connection available at a later meeting. I might put on the record a few brief details in that connection. The headquarters site in Manhattan is to be constructed on the basis of a loan agreement with the government of the United States for an interest-free loan in an amount not to exceed \$65,000,000. This loan is to be repayable to the United States in annual instalments through a period of thirty years beginning in 1951. These arrangements have been approved by the United States administration but have not yet been finally approved by Congress. This agreement will become effective, of course, when it has congressional approval, and has been approved also by the president. The repayment of the interest-free loan by the United Nations out of its ordinary budget will begin on July, 1951, with annual instalments due on the same day each year until 1982. Payments begin at \$1,000,000 and increase to \$2,500,000 in 1966 when one-half of the loan will be paid. Thereafter repayments taper off. No decision has yet been made on the allocation of assessments for repayment of this loan.

By Mr. Dickey:

Q. On the question of the site of the permanent home of the United Nations what are the considerations with respect to that? My question has been prompted by the recent press report about the activity on the part of some of the states to have the decision changed so that the permanent home will be in Europe rather than on the American continent.—A. The possibility of changing the site back to Europe was discussed at some length in 1946; in the general assembly of 1947 there was no discussion on that question at all. It was taken for granted the thing had been decided, that it would be in the United States. The next session of the general assembly will be held in Paris, but that is for one session only. That decision was made for a number of reasons, one of which was that permanent buildings have not yet been provided in New York.

By Mr. Baker:

Q. In recent press reports I noticed some of the Arab states have been objecting to the United States as a permanent home.

By Mr. Dickey:

Q. My question really was what are the considerations? I do not want you to give us a personal opinion of what you think is the proper site, but what are the various considerations that have been kept in mind in making this decision? What difference does it make where it is?

Mr. JACKMAN: You want to make sure that the United States is a member and an active member. Is it not that which is the determinant?

The WITNESS: There was a very long discussion on this subject, when the site question was first decided that they should come to North America, at London in January of 1946. The vote on the question was a relatively close one. There were some states, including Canada at that time, at the first session which thought a European site would be preferable. There were many considerations involved in the choice of an American site. There are 21 Latin American republics. There has undoubtedly been a shift of power from western Europe across the Atlantic. There were facilities which the United States was able to make available. It was evident that western Europe, the alternative site, would be an unsettled area, for a few years at all events, after the war. There were many considerations of that nature. I am not sure which of them if any, was decisive.

By Mr. Benidickson:

Q. What were the considerations that prompted Canada to support a site other than North America?—A. The tradition which the League had established at Geneva, and also the facilities which were already available there which might have been put to use, were two important considerations in that respect. The issues also which would be under discussion are centred more on the other side of the Atlantic than they are on this side of the Atlantic. Once the decision had been made to locate the site in America, the Canadian delegation agreed in it and did not participate in the effort to revise the decision.

By Mr. Winkler:

Q. In that case did the United States refrain from voting?—A. I am sorry, I haven't a record of the actual vote on that issue.

Q. And Russia supported the United States, did she not?—A. Yes, when the choice was originally made.

The CHAIRMAN: Shall items 52 and 67 both inclusive carry?
Carried.

The CHAIRMAN: Shall I report these back to the House?
Carried.

Mr. HARRIS: Might I just say something further on this, Mr. Chairman, because I do not want to be misunderstood by not adding to what Mr. Riddell said about our representation. I think all members of the committee and all Canadians who follow the proceedings, particularly of the United Nations, will agree that our representation has been outstanding at all times, both in the Security Council and at the assembly itself. Part of this I am sure is due to the method we have followed of choosing members from all political parties to represent us at these assembly meetings. In part also it has been due to the efficiency of the Department.

There are several factors which enter into the position we have gained in the United Nations; one is that we entered upon it I think without any axe to grind, and without any other nation being able to suggest that we had one. And in so far as our experience went, with our ability, we did try—and when I say “we” I mean the Canadian representation and not in any sense myself—we did try to take a view which would lead only to one thing; that is, making the United Nations as an organization function successfully in building up such a measure of security and peace as might be possible under present conditions. The other factor which should be borne in mind in connection with our representation is this; that small as our Department of External Affairs might be in numbers we have had it for some twenty odd years and it has grown up with the people who joined it during that time, and we have not had shall I say many changes in personnel, we have had additions of a great many people who are at the moment in charge of various divisions of the department; and when you go to a United Nations meeting and look over the delegations you can see that in a great many countries there have been violent changes in government in that period, and the representation might be bolstered by old-time civil servants, but in a great many cases you will find delegations manned by people who have not had anything like the experience that our own department has had in dealing with world affairs, even on the small scale which we have so far attempted. So that when we send a representation to this organization they are not by any means what might be termed neophytes—I think it was Mr. Hackett who referred to them as such the other day—we are neophytes in the sense that as a country we are young, and we are young in this work; but I believe the people whom we send to these meetings are not young in experience when you compare them with the average of the people with whom they have to deal.

There is the other factor which Mr. Hackett mentioned. I think he put it somewhat this way; that we should not allow our vigour as a young nation to be used by others for their own purposes. I suggest that that is highly unlikely, because we have seen enough of these meetings not to be used except for the purpose we think to be best.

Now, I can only add this, with respect to General McNaughton's present representation on the Security Council. You are aware of the organization of the department into its several branches on commonwealth, American and foreign country divisions and so on; but you should bear in mind that a new division, the United Nations, has recently been set up under Mr. Riddell, and that their primary duty is to direct their attention particularly to affairs relating to the United Nations; and that was done prior to taking on the responsibility of membership in the Security Council. The representation of this country is a two-fold one; General McNaughton functioning on the Security Council, with all the skill and experience he has had in the affairs of this country in the past with his background which comprises not only in military but scientific experience as well as his statesmanship—

Mr. JACKMAN: Don't elaborate the latter one too much.

Mr. HARRIS: Well, I will put it this way; he has also been supported by the division at Ottawa; and we can leave it to the end of the term the assessment of his qualities of statesmanship. In the meantime I think you will agree with me that the Security Council representation of this country is of a very high order, both through the direction it is getting here through Mr. Riddell's division, and in the presentation of its views at the Security Council.

The CHAIRMAN: Mr. Riddell, in the name of the committee I want to thank you most sincerely for this very fine presentation, and I also want to thank all the officials of the department for their kind co-operation and assistance always so willingly given.

Before we adjourn I should report to you that at the last meeting of the steering committee, last Friday we discussed the possibility of General McNaughton appearing before the committee, and it seems that it is now too late in the session and that his appearance cannot be arranged.

Before we adjourn we have before us a formal motion by Mr. Fleming of which notice was given on Wednesday, June 9, 1948, reading as follows. That this committee request the government to appoint a national commission in accordance with article 7, of the constitution of the United Nations Educational Scientific and Cultural Organization. I believe we might leave that.

Mr. HARRIS: We will have to have this motion disposed of if possible as it is the only unfinished business remaining before the committee.

Mr. JACKMAN: Mr. Fleming is in the House. Possibly we could get him up here.

The CHAIRMAN: Mr. Fleming, we are glad to have you here. We just reached your resolution and we are awaiting Mr. Riddell who is obtaining some information as to its meaning.

Mr. FLEMING: I am sorry, Mr. Chairman—

The CHAIRMAN: I know you are busy.

Mr. FLEMING: I was waiting down in the House all evening for a particular item of business to be reached. So far, the waiting has been in vain. I might better have been up here since half past eight.

The WITNESS: Mr. Chairman, I am not sure there is very much I can say with regard to this matter except to read the relevant article from the constitution of UNESCO. Article 7 of the UNESCO constitution states that:

Each member state shall make such arrangements as suit its particular conditions for the purpose of associating its principle bodies interested in educational, scientific and cultural matters with the work of the organization, preferably by the formation of a national commission broadly representative of the government and such bodies.

This is permissive and not mandatory. It leaves it to member states to decide how, at any particular time, the work of the cultural and educational bodies in that state shall be co-ordinated with the work of UNESCO as a whole. It suggests that a national commission is the preferable form to make this association but, as I say, it leaves it to each member state to make such arrangements as suit its particular conditions.

So far, the government has considered that the particular conditions in Canada are not such as to warrant the establishment of a national commission and that step has not been taken. The arrangements for co-ordination between the educational, scientific and cultural organizations in Canada and UNESCO are, therefore, carried on through the Department of External Affairs which designates a particular officer for this purpose.

By Mr. Benidickson:

Q. Do you invite these various cultural societies to give you the benefit of their views?—A. Yes, sir, we keep in contact with them continually by correspondence and by interviews.

Q. I suppose they submit a lot of suggestions without request?—A. Yes, that is the case. I can give you an example of the way in which contact is maintained. There will be three seminars, three teachers' seminars conducted by UNESCO this summer; one in Prague, one in London and one in New York. These are organized and conducted by UNESCO. UNESCO sent to the government of Canada an invitation to send teachers to these seminars. This invitation was transmitted to the Canadian Education Association with the request that the Canadian Education Association in consultation with the Canadian Teachers' Federation and a teachers' organization in the Province of Quebec, should make the necessary arrangements for representation at these conferences. These arrangements have been made.

Q. Who are the trainees? Who are they teaching?—A. Who?

Q. You say they are being taught. Who are they teaching?—A. The teachers from the schools.

Q. Who do they teach?—A. They go to the seminar for the purpose of discussing international affairs amongst themselves.

The CHAIRMAN: For the information of the members of the committee who had to be absent, we are now discussing a motion by Mr. Fleming that this committee request the government to appoint a national commission in accordance with section 7, of the charter of the United Nations Educational and Scientific Association. Are you ready for the question?

By Mr. Beaudoin:

Q. I should like Mr. Riddell to give the name of the teachers' association to which he referred in Quebec. Is it L'Alliance Catholique des Professeurs de Montreal?—A. It is Monsieur Guindon's organization, La Corporation Generale des Instituteurs et Institutrices de la Province de Quebec.

Q. What contact have you with the provincial secretary of the provincial government in relation to UNESCO matters?—A. The most direct contacts with the provincial governments on UNESCO matters are through the Canadian Education Association, which is made up of representatives of the provincial departments; that is, the members of the Canadian Education Association include the official in charge of all the provincial departments of education and on educational matters it has been the practice of the department to correspond with the secretary of the Canadian Education Association and through him with that body.

I am not aware of many matters coming to the attention of the government from UNESCO which affect the administration of educational matters within the provinces. If such matters did come to our attention, they would be referred to the provinces through the normal channels by which the federal government corresponds with the provincial governments. I am not sure that I have answered your questions satisfactorily.

Q. Well, you have answered as much as you know.

The CHAIRMAN: Are you ready for the question?

Mr. FLEMING: I want to say one word about this, too. The motion is put simply in the form of a request that the government appoint a national commission. The appointment rests entirely with the government under the charter, and this is simply a request to the government to appoint. I think the statement

Mr. Morse made is fresh in our minds. I think all of us must be aware of a number of organizations that are interested in the work of UNESCO which have passed motions and resolutions asking for the appointment of a national commission to help to encourage their work. I think the general feeling of organizations of that kind is that the appointment of a national commission would help very much in this country in stimulating support for UNESCO.

Mr. BEAUDOIN: I am very much in sympathy with the recommendation of the United Nations Society but although the Canadian government has been one of the first in many instances to adopt recommendations or constitutions recommended by the United Nations I think in this case we might be more careful, and we may not have to be one of the first again. I understand there are about forty nations which belong to UNESCO—

Mr. JACKMAN: Thirty-three out of forty-seven.

Mr. BEAUDOIN: I think twenty was the statement made by Mr. Morse. I am referring to the statement which was made in the House by Mr. St. Laurent in which he says:

In the meantime the department is providing the channel of communication between UNESCO and the various educational, scientific and cultural bodies co-operating with the government and with organizations in this country.

I think the government is doing all it can. There is a grouping of societies at the present time, and the government is providing the channel which is necessary. I do not share the opinion of Mr. Morse that we have to proceed now on this matter. It is only three years since the San Francisco charter was enacted. I would feel at the present time it might be premature to request the government to appoint a national commission for UNESCO. I think we have to leave this present organization, the channel provided by the Department of External Affairs and all the associations which have been brought into relation with the department, to carry on for a little longer and mature in this work precisely because of the intricacies of the whole constitutional system. I think the best way not to defeat the purpose that we seek to attain is precisely not to act too hastily. I am not against the proposal. I wish it could be brought about, but because I think it is not the proper time I will vote against the motion.

The CHAIRMAN: Is there any further comment on the motion?

Mr. JACKMAN: Taking Mr. Beaudoin's suggestion as to the intricacies and difficulties of having such an organization in Canada, Mr. Beaudoin says he is in favour of it eventually. I should think that as soon as Canada starts getting a UNESCO co-ordinating organization, if I may call it that, going in Canada the sooner we will arrive at the type of organization which can make effective our contribution to the work of the United Nations central organization; and for that reason I would think that Mr. Beaudoin's argument might be termed in favour of the resolution rather than against it.

Mr. BEAUDOIN: Mr. Chairman, I do not agree in the viewpoint which has been expressed by Mr. Jackman. It is not useful to set up the organization called for by this resolution if it is not to operate as effectively as it is desirable. As I see it, Mr. Chairman, Canada may contribute fully to the work of UNESCO under the existing conditions and the institution of the said commission may be more properly decided at a later date.

The CHAIRMAN: You have heard the question? Those in favour? Those opposed?

I declare the motion lost.

I want to thank the members of the committee who found it possible to take the time to attend the sitting of the committee this evening.

Mr. WINKLER: Did you say that item 57 carried?

The CHAIRMAN: Yes.

Mr. WINKLER: Mr. Hackett intended to move an amendment. I wonder if that could be left open?

The CHAIRMAN: We had a special request if it was at all possible to finish the estimates as quickly as we could.

The committee adjourned.

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